

Social Security Bulletin

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Social Security in Review

THE ACTIVE FILE of persons registered in search of employment rose to nearly 5.1 million by the end of January, as compared with 4.8 million on December 31. The increase was attributed in part to seasonal factors affecting the volume of employment, which were reflected notably in the number of construction workers available for employment. Slackening of demand for production workers in defense industries was attributed in some instances to the fact that plants were already operating at full capacity. In other instances it was reported that scarcity of supervisory help and essential skilled workers, delays in arrival of new machines, and shortages of raw materials have retarded production schedules. Nevertheless, it was reported that in many of the essential defense occupations the number of available workers was very low. Despite the increase in the size of the active file in January, there were nearly a million fewer active registrations on file at the end of the month than at the end of January 1940.

The volume of placement activities also was affected by changes in employment conditions. Only 363,000 placements were reported for January, as compared with nearly 378,000 in December. A slight increase was reported, however, in the number of supplemental placements. Applications for employment increased by more than 22 percent over the number in December, to a total of 1.8 million (including new and renewed applications). This total exceeded the number received during any single month in 1939 or 1940.

UNEMPLOYMENT COMPENSATION claims and benefit payments increased sharply in January, reaching the highest totals for any month since August 1940. More than 4.9 million continued claims were received during the month, 24 percent more than in December. The total, however, was 19 percent below that for January 1940. Benefit payments amounted to \$39.3 million, more than

27 percent above the amount for the preceding month and only 4.2 percent below the total for January 1940. The beginning of a new benefit year on January 1 for many claimants accounted for part of the increase in claims and payments during that month.

Changes in statistical reporting under the employment security program which became effective in January are reflected in the data on operations under the program during that month, which are published in this issue of the Bulletin. Reports received regularly from State employment security agencies now include information on the highest number of weeks of unemployment compensated during any one week, in addition to the average number of weeks compensated per week. More than half the States reported a peak in the second week of January. The minimum number of individuals receiving benefit payments during January was nearly a million, and the average number of benefit recipients totaled 826,000.

PUBLIC ASSISTANCE payments and Federal work program earnings increased for the third successive month in January. The total for the month, revised to exclude earnings on Federal construction projects financed from regular appropriations, as explained in the February issue of the Bulletin, amounted to nearly \$222.3 million. Although this total was 2.1 percent above that for the preceding month, and was the highest for any month since May 1940, it was \$22.1 million below the amount for January 1940. It was estimated that an unduplicated total of nearly 5.5 million households, comprising 15 million persons, received public assistance or Federal work program earnings for the month, as compared with 17.8 million persons in 6.1 million households in January 1940.

Payments to recipients of old-age assistance, aid to dependent children, and aid to the blind amounted to \$56.7 million for January, as compared with \$50.4 million for January 1940. Gen-

eral relief payments from State and local funds for January, although higher than for December, were 27 percent below the total for January 1940.

OLD-AGE AND SURVIVORS monthly insurance benefits in force at the end of January amounted to more than \$4.9 million for 268,000 claims, after allowance for terminations and net adjustments with respect to claims previously allowed. Of these claims, 244,000 were in current-payment status. The balance, which represented 8.7 percent of the total number and 9.6 percent of the total amount in force, were in either deferred or conditional-payment status, because they were subject to deductions equal to or exceeding the amount of the current month's benefit. Data on the number and amount of various types of benefits in force, together with more detailed information on the numbers and amounts in current, deferred, and conditional-payment status, and definitions of terminology used to describe the data, are published in another section of the Bulletin for the first time this month.

APPOINTMENT of an Interdepartmental Advisory Committee to assist and advise him in his capacity as Coordinator of all health, medical care, welfare, nutrition, recreation, and related activities affecting national defense, was announced by Paul V. McNutt, Administrator of the Federal Security Agency, on February 11, 1941. The Committee is composed of representatives of various units of the Federal Security Agency and other Federal agencies concerned with these fields. Arthur J. Altmeyer has been appointed to represent the Social Security Board on the Committee.

The regional directors of the Social Security Board have been designated as Regional Defense Coordinators to act as chairmen of the Regional Advisory Councils which have been established to coordinate the work of the regional and field staffs of various governmental agencies concerned with health, welfare, and related defense activities, and to maintain the relationships in these fields with the State Defense Councils in their respective regions.

A Rehabilitation Coordinating Committee has also been established within the Federal Security Agency, under an order by the Administrator dated February 7. The Committee, which is comprised of members of the staffs of the Office of Education, U. S. Public Health Service, National Youth Administration, Bureau of Employment Security, Bureau of Public Assistance, and the Office of the Administrator, is charged with the following duties: "to continue the development of a program of coordination among the various Federal services engaged cooperatively with State governments in the general field of service to the disabled; to study the opportunities for correlation of the Agency programs on both the Federal and State levels; to select demonstration centers in the field where public agencies and private groups interested in the disabled may organize cooperatively to make their various service programs more effective."

ERRATUM: On page 1 of the February 1941 issue, in the second line from the bottom of the first column, the figure of \$436 million for benefits under State unemployment compensation systems in 1940 should read \$520 million.

Social Insurance for Permanently Disabled Workers

A. J. ALTMAYER *

MUCH PROGRESS has been made in recent years in removing from the shoulders of families the burden of caring for aged persons after their working days are over. The Federal old-age insurance program has opened a way to employees in industry and commerce whereby they, with the help of their employers, can provide an income for themselves after they have retired from gainful work. But no similar protection is available to the worker forced to leave gainful employment because of disability. If chronic disability cuts short the usefulness of the breadwinner, it is still primarily the responsibility of the family to provide for him. Since the disabled may need medical and nursing care in addition to maintenance, the burden of disability is generally heavier than that created by old age.

The social insurance method is applicable to the risk of disability as well as old age. Through social insurance, cash benefits can be provided for the disabled worker; the resources of families which often must be used for the support of the disabled can be set free to meet the more important needs of children, upon whom the future of society rests.

Disability insurance is not unknown in this country. Most retirement systems established on the basis of law provide benefits in case of disability, in addition to old-age retirement allowances. One of the best known examples of a retirement law which combines old-age and disability allowances is the Railroad Retirement Act established by Congress in 1935. The primary purpose of that act is to provide retirement allowances for aged railroad workers; but the law also gives benefits to workers who are totally and permanently disabled for regular employment for hire, if they have reached age 60 or have rendered 30 years' service on the railroads. By the inclusion of such disability allowances, the retirement age becomes somewhat flexible and is adjusted to the state of health and the working capacity of the individual worker.

The arbitrariness of a retirement age fixed uniformly for all insured individuals is also avoided

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in most retirement laws for Federal, State, and local employees. Nearly all systems for various groups of Federal employees grant disability benefits in addition to old-age benefits. Eight of the eleven retirement laws for State employees in effect at the beginning of 1938 contain disability as well as old-age retirement provisions. All retirement systems for employees of the larger cities also provide disability allowances, and of the employees covered by the smaller municipal retirement systems about 70 percent are insured against disability. Disability benefits are included in all but very few teacher retirement systems, and they are found in most pension systems for policemen and firemen. Altogether, nearly 80 percent of the public employees who are covered by a retirement law enjoy protection against disability as well as old age. Many private retirement plans also provide protection against disability.

The Federal old-age and survivors insurance program for workers in industry and commerce is the only major retirement system in this country which fails to provide benefits for insured workers who are forced to retire from gainful work because of disability. Under this law an insured worker can receive a benefit only after he has reached age 65; should his health fail before that age, the Federal insurance system affords him no protection at that time.

Experience under the older retirement laws of this country indicates that it is sound to keep the retirement age flexible and that it is feasible to combine an old-age retirement system with a system of insurance against chronic disability. The purpose of both systems is to enable workers with reduced earning capacity to retire from gainful work, and to fill the vacancies created by their retirement with workers of unimpaired efficiency. The retirement from the labor market of workers disabled before age 65 is a necessary step in efforts to increase the productive capacity of the Nation. The following discussion on ways and means for extending the scope of old-age and survivors insurance to include disability benefits has

drawn extensively on long years of experience of public retirement systems in our own country. The results obtained abroad under systems of disability insurance have also been utilized.

The Federal old-age and survivors insurance provisions insure workers in industry and commerce against two risks—old age and death. As soon as a person enters an employment covered by the law, he and his employer are subject to the payment of contributions. Before benefits are payable, a worker must have earned at least a minimum amount of wages from covered employment extending over a specified period of time. Old-age benefits are paid to the insured worker after retirement at age 65 or thereafter and to his wife if she is also at least 65 years of age. If an insured worker dies, survivors benefits are paid to his widow if she has dependent children in her care or has attained age 65, and to his dependent children until age 16—or age 18 if they continue to attend school. If the insured worker leaves no widow or unmarried child under the age of 18, benefits are payable to his aged dependent parents. Old-age and survivors benefits vary in amount from \$10 to \$85 a month, depending on the wages received by the worker from covered employment, the number of years during which he worked in covered employment, and the number of persons in the family who are eligible for benefits.

To what extent are the benefit provisions of old-age and survivors insurance applicable to a system of disability insurance, what new provisions would need to be added, and in what respects would the present law need to be changed so that the combined insurance system against the risks of old age, disability, and death could be soundly and effectively integrated?

Definition of Disability

The most important and also the most difficult question to be answered concerns the types of disability which should come within the purview of a new law. The purpose of a disability insurance system is to grant a benefit to workers who are forced to leave gainful employment for long periods of time or permanently because of loss of, or substantial reduction in, earning capacity due to illness, loss of limb, or other impairment of body or mind. This purpose is similar to that of old-age insurance, which pays benefits to in-

sured workers from the time of retirement to the date of death. Because disability insurance requires the payment of benefits over long periods of time, it can be, and often has been, fitted into old-age retirement systems.

Some of the questions which must be answered in deciding how disability should be defined may be illustrated by reference to existing retirement laws which furnish protection against disability. Under the retirement law for the civil-service employees of the Government, for example, an employee meets the test of disability if, by reason of disease or injury, he is totally disabled for useful and efficient service in the position occupied by him. The Railroad Retirement Act requires that a railroad worker be "totally and permanently disabled for regular employment for hire" before he is granted a disability benefit. Under United States Life Insurance, purchasable by persons who served in the military or naval forces of the United States during the World War, total permanent disability is any "impairment of mind or body which continuously renders it impossible for the disabled person to follow any substantially gainful occupation, and which is founded upon conditions which render it reasonably certain that the total disability will continue throughout the life of the disabled person."

The three definitions cited differ in several respects. The most liberal is that incorporated in the civil-service retirement law, not only because it contains no requirement that the disability must be permanent but also because it makes no stipulation concerning earning capacity in other occupations. The other two definitions make permanency of the disability, or reasonable certainty that it will be permanent, a prerequisite for the receipt of benefits. The Railroad Retirement Act grants disability benefits only if the disability is so severe that the insured worker cannot be regularly employed for hire in any occupation. The United States Life Insurance considers an insured person disabled if he cannot follow any substantially gainful occupation, and leaves to the discretion of the Veterans Administration the determination of the conditions under which an occupation is to be considered substantially gainful. In practice, the Veterans Administration interprets these provisions with regard to the circumstances surrounding each individual case, instead of applying a uniform test to all claimants.

The definition of disability under United States Life Insurance rests on a concept which might well be incorporated in a disability insurance law of wide scope. Disability is measured in terms of reduction in earning capacity; if the reduction is such that the worker can no longer engage in "substantially gainful work," he is considered disabled. If that concept were adopted, the term disability might be interpreted with regard to the past-earnings history of the insured worker. "Substantial earnings" would be a greater amount for the worker whose earnings' level was fairly high prior to disability than for the lower-paid worker. Such variation in the interpretation of what constitutes "substantial earnings" would be in line with the principle already embodied in old-age and survivors insurance that benefits should be graduated according to the wage loss of the worker.

Both the Railroad Retirement Act and United States Life Insurance require a finding of permanence of disability before an insured person may be certified as disabled. Experience confirms what common sense indicates, that it is difficult in many cases to predict with certainty that a disability will continue without improvement throughout the remainder of a person's life. One test of the chronic character of a disease or disablement—but by no means an infallible one—is its elapsed duration. Commercial insurance companies utilize this test in interpreting the permanent disability clauses incorporated in life insurance contracts. Commonly, an insured person is adjudged disabled if the disability has lasted 4 to 6 months, and the continuance of the disability may be tested by reexaminations at periodic intervals. Such an interpretation of the term permanence has many administrative advantages, because it requires merely an investigation of a past, and a periodic checkup on a current, condition rather than a prophecy regarding the future development of a disease.

A 6-month waiting period would exclude most disabilities of a temporary character, although some last more than 6 months. If disability benefits are to be restricted to persons who suffer a chronic disability or one presumably long-continued or permanent, a prognosis of the disability must be made after expiration of the 6-month waiting period. If the prognosis is doubtful, the findings of the examining physician may be supplemented by the results of the examinations by

specialists or of laboratory or clinic tests, or the claimant may be hospitalized for diagnostic or prognostic purposes. Certifying officers could base their decision on the results of several examinations conducted with a view toward resolving all reasonable doubts as to the probable duration of the disability.

Relationship of Disability Insurance to State Workmen's Compensation Laws

The State workmen's compensation laws provide compensation for workers whose earning capacity has been impaired by injuries sustained in the course of employment. Some laws also provide benefits for workers suffering from occupational disease. If duplication of benefits is to be avoided, the general disability insurance system must include a provision which draws a clear division line between these two systems, both of which serve the common purpose of replacing at least a portion of the wages lost because of disability.

An analysis of 54 workmen's compensation laws of the United States and its Territories, which was made by the Department of Labor at the beginning of 1940, shows considerable variation among the provisions. All 54 laws provide protection against permanent total disability of industrial origin. Only 16, however, pay benefits throughout the injured worker's life; 38 laws limit permanent disability benefits with respect to either the number of weeks during which they may be drawn or the total amount which may be paid in benefits or with respect to both duration and total amount. Nearly one-half of all the laws are confined to the compensation of accidental injuries, although a number afford protection against some or all occupational diseases.

Coverage is by no means uniform. Some laws apply only to employees engaged in hazardous employments. Many exempt employers of less than a certain number of workers. Employees engaged in agriculture, domestic service, and casual work are usually excluded from protection, and in some of the States certain other occupations are likewise excluded.

The term disability is not defined uniformly. In some States, it means inability to earn wages at the work in which the employee was engaged at the time of the injury; in other States it means the inability to perform any kind of work which

might be obtained; and some courts have decided that an injured worker is to receive compensation if he is unable to obtain work.

Finally, there is still one State with no workmen's compensation system.

The lack of uniformity in workmen's compensation provisions makes it difficult to establish a uniform division line between workmen's compensation and disability insurance. There are, however, various alternative ways in which the two systems may be related to each other.

One possibility would be to exclude from the Federal disability insurance system all disabilities arising out of or in the course of employment. The compensation of such disabilities would be left to the States. While this solution would preclude Federal duplication of benefits actually or potentially payable under workmen's compensation, it has a number of drawbacks. In the first place, except in the States with the most liberal workmen's compensation laws, a no-man's land would remain between disability insurance and workmen's compensation coverage or protection. A disabled worker might be disqualified under the Federal law because the origin of his disability was found by the Federal officers to have been connected with his work. Yet under a number of circumstances he might fail to qualify for workmen's compensation under State law, either because his employment was excluded from the State system or because his right to workmen's compensation was exhausted. Or the State might have determined that the disability was not due to his employment. Or he may live in the one State with as yet no workmen's compensation law.

It is evident that the exclusion of work-connected disabilities would complicate the administration of a general disability insurance system. In each case, the certifying board would have to investigate the origin of the disability. The task of determining whether a given disability arose out of or in the course of employment would often be difficult and complex, as is well known from experience under workmen's compensation. Moreover, even after all necessary care had been exercised, a worker might be denied benefits under both systems because the Federal Government had decided that his disability was work-connected, while the State found to the contrary. Or duplicate benefits might be paid if the Federal Government should determine that the disability

was of nonindustrial origin, while the State found that it did arise out of or in the course of employment.

All these difficulties could, however, be eliminated by providing that benefits under the Federal law would be payable in those cases in which the State authorities held that the disability was not covered by the State law. Such a provision would, of course, make the application of the Federal law dependent on the action of State legislatures and administrative agencies in determining the extent to which State workmen's compensation laws would cover industrial disabilities.

Another way to avoid these difficulties would be for disability insurance to follow the precedent of the Federal old-age and survivors insurance program, under which the survivors of deceased insured workers receive benefits without regard to the cause of death. Likewise, disability insurance might pay benefits to all eligible workers who were disabled within the meaning of the law even if the disability was of industrial origin; the physical or mental condition of the claimant would be the sole criterion for the certification of disability. The connection between the disability and the employment of the worker would not need to be investigated.

This solution has obvious administrative advantages. If it is adopted, however, a worker entitled to workmen's compensation under the law of his State may receive two benefits, one from the Federal Government, the other from the State or other carrier of workmen's compensation insurance. The combined benefits may exceed the limits usually incorporated in social insurance laws to keep benefits below the wages which the worker earned from gainful employment.

Having in mind the limitation of social insurance funds, the Social Security Board has advised against the piling up of benefits under parallel State and Federal legislation. The Board believes that duplicate benefits should be paid only insofar as they may be needed for the maintenance of the worker and his family. If the general disability insurance system grants benefits for disabilities which entitle the worker to workmen's compensation under State law, some arrangement should ensure that the combined benefits do not exceed the wages earned by the worker before he became

disabled. This result may be achieved by adjusting the Federal benefits, if the worker is eligible for workmen's compensation and if the combined benefits exceed a specified limit.

Amount of Disability Benefit

Some of the retirement laws for public employees compute the disability benefit in the same way as the old-age benefit. Would it be feasible to use in the disability insurance law the benefit formula used to determine the amount of the old-age benefit under the present Federal program? This formula combines various elements which are desirable in a social insurance system. The benefit is graduated according to the wages received by the worker. The lower-paid worker receives a higher proportion of his wage than the higher-paid worker. The benefit is increased in proportion to the number of years during which the worker was covered by insurance. And finally, allowances are granted to the dependent children and the aged dependent wife of the beneficiary. Should these elements be incorporated in the disability benefit formula?

The principle that the benefit should increase with the wage of the worker is included in nearly all social insurance laws of the United States and has found general approval. That the lower-paid worker should receive a higher proportion of his wage than the higher-paid worker has also been generally accepted as socially sound. Without doubt, these two principles should be incorporated in the disability benefit formula.

Basic old-age and survivors benefits are increased by 1 percent for every year the worker spent in covered employment. Valid reasons may be advanced for elimination of this increment from the disability benefits. Except for congenital defects, permanent disability is relatively infrequent in youth and early adult life. The incidence of permanent disability rises with age and increases sharply from about 50 years on. At the higher ages, it shades over gradually into the debility of senescence. Withdrawal from gainful employment, prior to the statutory retirement age, on grounds of disability, should be discouraged unless the disability is so severe that continuance in gainful work is impossible. Hence, it may be desirable to offer some inducement to workers to defer retirement as long as possible. If the disability benefit is less than the old-age benefit, the worker ap-

proaching age 65 will have an interest in postponing his retirement so as to receive the higher benefit at age 65. Such a result may be achieved, particularly for future years, by eliminating the increment from the calculation of the disability benefit.

Whether such a differentiation in the amount of the disability and the old-age benefits would be effective in persuading workers not totally or substantially disabled to defer retirement is open to some question. The brief experience under old-age insurance indicates that the benefits are not large enough to persuade workers to retire from gainful work so long as they are able to hold a job paying substantial salaries or wages. If this limited experience is an indication of what would happen under disability insurance, workers would apply for disability benefits only if they had lost their jobs and were unable to find new ones or were so disabled that they could not earn amounts substantially as large as, or larger than, the potential benefits. In that case they would claim a disability benefit immediately rather than wait a few years to get the larger old-age benefit. Accordingly it may be argued that the same formula should be used for both the disability and the old-age benefit.

Supplementary Allowances for Dependents

Whether the wife of the disability beneficiary should receive an allowance is another difficult question. Under old-age insurance, the wife of a beneficiary receives a wife's insurance benefit only if she herself has reached age 65. Similarly, under the provisions for survivors, a widow's insurance benefit is deferred to that age unless the widow has in her care dependent children of the insured worker. If the age requirement for a wife's allowance under disability insurance were placed at age 65, such allowances would be paid in rare instances only, for the disability benefit itself would cease at age 65, when it would be replaced by an old-age benefit; if the wife's allowance were confined to wives who had attained age 65, only wives older than their disabled husbands would receive an allowance.

The age requirement of 65 for the receipt of wife's and widow's allowances is presumably based on a tacit assumption that prior to that age women can earn their living. However, the invalid husband may need such constant care that

the wife is not free to leave the home to work. From this point of view it would be desirable to grant an allowance to the wife of a disabled beneficiary without regard to her age.

On the other hand, elimination of the age requirement for wife's allowances in disability insurance would not be in harmony with the retention of the age requirement in old-age and survivors insurance. It would be illogical to make the wife of a disabled worker eligible to an allowance irrespective of her age, and demand that the wife of an old-age beneficiary wait until she has reached age 65 before she can receive an allowance. Moreover, it would be somewhat inconsistent to grant an allowance to the wife of a disabled worker while her husband is alive, even though she is under 65, and to discontinue the allowance after his death until she becomes 65. On logical grounds it would seem that the age requirement must be eliminated from the wife's and widow's allowances in old-age and survivors insurance if the wife of the disabled worker receives an allowance regardless of her age. Finally, if the wives and widows of insured workers were to receive benefits regardless of age, it would seem difficult to justify the retention of an age requirement of 65 for gainfully occupied women who are insured in their own right.

These difficulties may be overcome by limiting the allowance to cases involving disabled workers who are in constant need of care and attention by another person. Such attendants' allowances might be granted to all beneficiaries regardless of their marital status. If the beneficiary's wife performed the functions of an attendant, the allowance would go to her; in other cases, the allowance might be used by the beneficiary to hire an attendant.

Attendants' allowances, though socially desirable, may be difficult to administer. The examining physician must make a separate finding as to the severity of the disability and the need for attendance, and the administrative agency must supervise the expenditure of the allowance to assure that it serves the purpose for which it is granted. From the administrative point of view it may be desirable to defer the introduction of attendants' allowances until the machinery for certifying disability and for the payment of disability benefits is operating smoothly.

While it does not appear feasible to grant wife's

allowances in all cases, a benefit may be paid to the wife if she has in her care one or more minor children of the beneficiary. Such a provision would be in harmony with the provision of survivors insurance under which widows of any age are eligible for benefits while they care for the minor children of the insured worker.

There can be little doubt as to the desirability of increasing the benefit on behalf of dependent children of the disabled beneficiary. Benefit amounts at present provided for individual workers under old-age and survivors insurance may be sufficient for persons without dependents; for families they may be seriously inadequate. As under old-age insurance, the basic benefits should be supplemented when the beneficiary is responsible for the maintenance of minor children.

Eligibility

To be eligible for old-age benefits, a worker must have been insured for roughly one-half of the time during which he could have been covered by the insurance system. After he has acquired 40 quarters of coverage, with \$50 of wages from covered employment in each of these quarters, he retains his insurance rights permanently even if he should cease to work. If, for example, a worker acquires 40 quarters of coverage by steady employment in covered occupations between ages 20 and 30, his right to an old-age benefit will be maintained to age 65. The question whether or not he is still attached to covered employment at the time of retirement is irrelevant provided he worked in such employment for a sufficiently long time in his earlier working life.

For disability insurance it would seem desirable to require proof that some of the covered employment was recent. Disability is more difficult to determine than the attainment of age 65, and, since the purpose of disability benefits is to replace wages lost because of chronic illness or impairment, a recent work history is of great importance, particularly in a system offering limited coverage. Consequently, the eligibility requirements for disability insurance should be so designed as to exclude from benefits persons who have been out of covered employment for a long time or have left it permanently. In addition to the half-coverage requirement of old-age insurance, the worker should be required to show his normal attachment to covered occupation by some recent employment

in such occupations. It should not be required, however, that he actually have such employment at the time he applies for disability benefits or immediately preceding his application. Insurance rights should be maintained during a considerable period after the worker leaves employment, because many chronic illnesses and permanent disablements are gradual in their onset, and the eligibility requirements should be so designed as to keep the insurance of the worker in force for at least a reasonable length of time during a period of gradually waning earning capacity.

Maintenance of Rights to Old-Age and Survivors Benefits

Through the introduction of disability insurance, a serious shortcoming could be removed from the present old-age and survivors insurance. As has been pointed out, the receipt of old-age and survivors benefits is conditional upon the worker's having been in covered employment for a certain length of time and his having earned at least a minimum amount of wages from such employment. Insurance rights may be lost if illness prevents the worker from following his occupation, particularly if the illness is of extended duration. If the present law were amended to preserve insurance rights during periods of disability, a mechanism would have to be established to determine disability in order that such periods could be recorded on the worker's wage record, maintained by the Social Security Board for the purpose of determining insurance rights. However, after the introduction of disability insurance, periods of certified disability during which the worker is in receipt of disability benefits can be readily entered on the wage record of the worker, and his eligibility for old-age and survivors benefits can be determined by omission of these periods. Thus, in effect, the insurance rights of the worker would be maintained during periods of certified disability. The provision of disability insurance would therefore operate to enhance greatly the protection afforded by old-age and survivors insurance.

Certification of Disability

As used in a social insurance law, the term disability is not purely a medical concept. Unless the disability results in economic loss, it is not compensable under the insurance system. In the

certification of disability, a medical examination determines the physical and mental condition of the claimant for benefits. The economic loss resulting from disability must be measured by an administrative officer familiar with the conditions of the labor market and conversant with the practices of employers in hiring, or refusing to hire, persons with physical or mental impairments. To determine disability, the physician and the labor-market expert must combine judgment. The development of certifying procedures will be facilitated if advantage is taken of experience accumulated under retirement systems for public employees and railroad workers, under pension legislation for veterans, and workmen's compensation systems. Valuable guidance in planning for effective administration may also be derived from study of the practices evolved abroad as a result of many years of experience in operating disability insurance systems of wide coverage.

Rehabilitation

The provision of a small cash income for the worker who has lost his earning capacity would assure him basic security. For the worker whose invalidity is incurable there is no other solution. But the problem of chronic disease should be attacked simultaneously from another front. Not only are prevention of invalidity and restoration of working capacity more valuable than cash benefits from the point of view of the worker and of society, but they may result also in considerable savings for the insurance system through the removal of persons from benefit rolls.

A large majority of all chronic disablements are caused by a few groups of diseases. Nervous, mental, and cardiovascular-renal diseases are commonly the most important causes of chronic disability. Next in importance are accidents, tuberculosis and rheumatism, arthritis and allied diseases. Medical science still seeks cures for many of the chronic ailments which befall men and women as they approach old age. For persons afflicted with diseases which cannot yet be cured, the only solution is the provision of a cash benefit for the remainder of their lives. But there are others who suffer from conditions which can be arrested or remedied, in part or in whole, if proper care and treatment are furnished. Indeed, the payment of cash benefits from a social insurance fund can scarcely be justified if working

capacity can be restored through an operation or treatment or through rest in an appropriate home or institution. In the interest of the insurance system, of the insured worker, and of society, funds should be available for necessary treatment and care if there is a reasonable likelihood that the worker may once more become capable of earning his living.

The value of rehabilitation programs for disabled persons is attested by the results obtained in foreign countries which have had considerable experience. In the United States within recent years the Department of Public Assistance of West Virginia has conducted a physical rehabilitation program with considerable success. Funds are available for surgical or medical treatment and hospitalization of adults in receipt of assistance or relief, if they are, or may be expected to be, incapacitated for gainful occupations by reason of a physical defect or infirmity. These services cost little in comparison with the cost of relief for a permanent invalid and his dependents. Under the West Virginia program, a relief client is eligible for health services when he is merely in danger of becoming an invalid. Incapacity need not have developed fully—the program aims at prevention as well as cure; it recognizes the importance of early diagnosis and care. Physical rehabilitation services should be rendered before the worker has become a permanent invalid. Those should be selected who have the best chance of being rehabilitated.

Retraining for a new occupation, or occupational rehabilitation, may restore earning capacity for persons who are prevented from following their ordinary occupation by a chronic disablement. The retraining programs which are in effect in most States are subsidized by the Federal Government. These facilities should undoubtedly be available to incapacitated workers insured under the Federal social insurance program, and the cost of such training should be met by the insurance fund.

Physical rehabilitation prolongs and restores the earning capacity of insured workers. Vocational rehabilitation utilizes the remaining earning capacity of a person who can no longer pursue his ordinary occupation. For those who cannot be rehabilitated, cash benefits should be provided.

A program of social insurance against disability should, therefore, have a threefold purpose: medical and hospital care to prevent and cure chronic disease; occupational retraining for persons with chronic impairments; cash benefits for the chronic invalid. If public efforts to alleviate the effects of chronic disease are organized around a system of disability insurance, the resources of the insurance system may be used to attack the problem of chronic disease on a broad front. Until medical science has found solutions for the problem of the chronic diseases, the emphasis of disability insurance must of necessity be placed upon social security through the provision of a cash income for victims of chronic disease

Preserving State Unemployment Benefit Rights for Individuals Entering Military Service

WILLIAM H. DILLINGHAM*

MUCH THOUGHT has recently been given to the problems involved in the economic readjustment which individuals now entering service in the armed forces of the United States may have to face when they return to civilian life. Several measures designed to avert these problems or to cushion the shock of the necessary readjustment have been tentatively developed. The Selective Service and Training Act of 1940, under which most of these individuals will enter military service, requires that all employers who employed such individuals before their entry into service should give them equal employment on their return from such service. This reemployment, however, may be impossible in some cases and of short duration in others. In his message to Congress of September 14, 1940, the President recommended enactment of legislation to preserve for those in military service "insurance protection under the Social Security Act, the Railroad Retirement Act, and the Railroad Unemployment Insurance Act, and to facilitate State action under the Federal-State unemployment insurance program."

In accordance with the first part of the President's recommendation, consideration has been given to a Federal system of unemployment compensation allowances, designed to afford unemployment benefits financed directly from Federal funds and paid for a limited period to all persons who cannot obtain employment on their release from service. Such a Federal system would, of course, cover all individuals discharged from service, regardless of their previous occupations or earnings. The principal argument for such a plan is that probably more than 50 percent of those who enter the armed forces under the defense program cannot look to any State unemployment compensation law for protection against the hazards of post-discharge unemployment, because their previous work has been in occupations not covered under such laws or their covered employment has been insufficient to entitle them to benefits under such laws.

Such a plan would probably provide uniform benefits at a flat rate for a fixed number of weeks for all persons who cannot get employment upon their discharge from service. Differential compensation rates would seem unsuited to a Nationwide system designed to pay benefits in consideration of a patriotic service commonly shared in by all beneficiaries and compensated in general at identical or only slightly differing rates.

State Approach to the Problem

The State approach to the same problem has, justifiably, crystallized along different lines. Here the question is not one, as at the Federal level, of devising special protection in view of a special service rendered, and rendered in equal measure by all beneficiaries. It has, rather, been seen as a problem of ensuring that participation in Federal military service shall not operate to the disadvantage of workers with respect to their rights under a current State system. With this difference in mind, the partial overlapping of proposed State action with possible Federal legislation has been deemed justified. The State approach is conceived as protection of previously earned rights rather than creation of new ones. This concept maintains the basic principle of State unemployment compensation laws, which relates the benefit rights of claimants quantitatively to their previous wage levels and earnings. The objective is to place covered workers, at the conclusion of their period of military service, in the same position, or in one equally favorable, with respect to their rights under the State law as would have existed had there been no interruption of their normal experience by entry into the armed forces. The necessity of special measures to effect this result arises principally, of course, from the fact that all State unemployment compensation laws prescribe only a relatively brief interval between the period of wage-earning experience on which benefit rights are based and the period during which such rights may be enjoyed. The intervention of a period of military service makes it necessary either to lengthen this

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interval or to treat the period of military service as if it had not occurred.

In its simplest terms, therefore, the problem facing the States is the preservation, during the period of military service, of prior wage-earning experience or benefit rights to be used as a basis for benefits in case of unemployment after discharge. Along these lines the subject has been attacked by the States, and by the Bureau of Employment Security in its capacity of rendering technical service on State unemployment compensation problems. Tentative conclusions on methods of carrying out the stated objective have appeared in a report of the Executive Committee of the Interstate Conference of Employment Security Agencies.¹ Somewhat more concrete suggestions are embodied in a memorandum issued in January by the Bureau of Employment Security to all State employment security agencies. Amendments to the unemployment compensation law have been prepared in various States with the express purpose of "freezing wage credits" or "preserving benefit rights" for persons in military service. Several States have already amended their laws in this respect.

Difficulties in "Preserving" Benefit Rights

The solution of the problem is not as simple as it first appears. Covered workers, on their entry into military service, may possess any one or more of several different types of rights under a State unemployment compensation law. These rights may have different aspects under different types of State laws, especially as between laws using individual benefit years and base periods and those providing a uniform benefit year beginning on a fixed calendar date for all claimants.

The simplest situation will concern persons who, under an individual benefit-year law, have had sufficient wage-earning experience at the time of entry into service to qualify for unemployment compensation at that time, but who have made no claim for benefits which would establish a benefit year including that date. Although such individuals have no officially "determined" rights at the time of enlistment or induction, they must be regarded as possessing certain potential or accumulated rights to benefits based on their recent wage-earning experience. It is only equitable that

such rights should be made available in the event of unemployment after discharge. It would be relatively simple to establish for such individuals a special base period composed of the same number of preinduction calendar quarters as would normally be included in the base period.

Under this type of State law, however, many other individuals will have a benefit year current at the time of their entry into military service. For these individuals certain rights will have been determined at the beginning of that benefit year. Since in many cases these rights will not have been exhausted, some of them will be outstanding at the time of entry into service. Many of these same individuals will also have had additional wage-earning experience between the end of their preservice base period and the date of their entry into service. This experience would normally be usable as a basis for benefit rights in a succeeding benefit year. Here again it would not be difficult to preserve the benefit rights which had already been determined but not used before induction, by providing simply that they be usable in the year following discharge. Complications arise, however, in any attempt to preserve the potential rights based upon the preinduction wage experience of the period between the end of the preinduction base period and the date of entry into service. These complications are especially difficult in State laws—whether of the individual or the uniform base-period type—which relate the duration of benefits in a benefit year to a specified multiple of the weekly benefit amount. What is then involved is in effect a fractional or interrupted base period. Measures must be devised either to incorporate this fraction with some other fractional post-discharge base period, in order to afford a complete period of the usual length from which benefits in the usual amount may be derived after discharge, or to allow the discharged claimant benefit credits proportionate to the difference between the fractional period and the standard base period.

In States with a uniform benefit year, a current benefit year and base period will exist for all qualified individuals on their entry into service. All such claimants (except those who have exhausted all current rights) may therefore be deemed to possess certain potential rights on entering the service, whether or not they have applied for an official determination of such rights.

¹ "Preserving Unemployment Benefit Rights for Covered Workers Inducted Into Military Service," 1940, 6 pp., mimeographed.

In addition, all such claimants will have had a varying number of calendar quarters of wage experience on which other benefit rights might have been based if the claimants had not been called into the armed forces.

Any plan for preserving the benefit rights or the wage-earning experience of an individual called into service must therefore consider not only rights already determined but also potential rights not previously determined and wage-earning experience accumulated but not usable for benefit purposes before entry into service.

Another important problem is that of returning the discharged individual as rapidly as possible to the benefit system normally in effect. This difficulty will probably be especially troublesome in States with provisions for uniform base periods and benefit years. In these States it will probably be necessary to set up for each discharged claimant a special benefit year beginning with his discharge or shortly thereafter. This special year will be in effect an individual benefit year, which will inevitably overlap the first uniform benefit year occurring after discharge. The problem of dovetailing these special and regular benefit years is similar to the problem of transitional rights encountered when changes are made in the benefit formula.

The treatment of the calendar quarters in which the individual's induction and discharge take place, which are quarters partly of military experience and partly not, also presents troublesome problems with respect to both the base period and the benefit year.

Suggested Plans for State Legislation

Various types of formulas and plans for amendment of State laws have been proposed. Among these proposals are:

(1) Plans which provide in general terms for preservation of rights and payment of benefits based on such rights after military service, in accordance with rules and regulations to be established by the State agency. This proposal, understandable in view of the unusual technical difficulties in legislation on the subject, amounts to little more than postponement of necessary decisions on a troublesome problem. It may also be subject to attack as undue delegation of what seems essentially a legislative obligation to establish benefit rights and to lay down standards for

their modification if such modification becomes necessary.

(2) Plans which provide that benefit rights shall be computed without reference to any determined rights the claimant may have had on entry into service but on the basis of his experience in a special base period of the usual length; this special base period would either conclude with his date of entry into service and hence include only preservice experience, or would be composed of the usual first 4 (or 8) of the last 5 (or 9) nonmilitary quarters preceding the first filing of a claim. In the latter case, the base period would in many cases be made up in part of quarters occurring before entry into military service and in part of quarters occurring after discharge—quarters spent in the service being disregarded.

(3) Plans which provide that the claimant shall be deemed to have been engaged in covered employment or to have earned certain hypothetical wages during his period of military service. Under such plans, rights to benefits after termination of service may be founded on the wages deemed to have been earned in such service, or (in some cases) partly on such wages and partly on the actual wage-earning experience preceding service.

These proposals have elements of administrative simplicity and ready understandability which go far to recommend them. Strictly speaking, however, they do not "preserve" rights; rather, they ignore rights already determined and substitute new ones. Proposals of the first two types described may have in some cases the undesirable effect of rendering a claimant, who was eligible for benefits and had unutilized rights to his credit on entry into service, ineligible or entitled to only insignificant benefits upon completion of service. Proposals of the third type may involve a considerable extension of the normal coverage of State unemployment compensation laws, as many individuals never previously covered by a State law would be admitted to benefits on the basis of their hypothetical wages during the period of military service.

Another plan somewhat different from any of those described has been suggested by the Bureau of Employment Security. The plan is designed specifically to ensure three desirable results—complete availability to the claimant, on his discharge, of all benefit rights to which he was entitled on his entry into service and particu-

larly of all rights to which he could have become entitled had he not entered the service, minimum modification of the normal benefit structure, and rapid return of the military claimant to the regular system. Essentially this plan provides for covered workers discharged from military service (1) a special base period composed of the base period effective for the claimant on his entry into service, plus all calendar quarters and fractions thereof intervening between the end of such old base period and the date of entry into service; (2) a special benefit year to begin immediately on discharge; (3) a total amount of benefits, in the special benefit year, equal to the amount to which the claimant would have been entitled, under the normal formula, on the basis of his experience in his normal preinduction base period, plus a proportionate allowance for each of the quarters, or fractional quarters, between the end of the normal base period and the date of his entry into service. From the total thus computed, there would be deducted the amount of any benefits already paid the claimant during the benefit year current at the time of his enlistment or induction.

This plan is adapted for use under State laws providing either uniform or individual duration of benefits. Its application under each of these two types of laws would be, briefly, as follows.

In States with uniform-duration provisions, the duration of benefits in the special benefit year would be greater than that allowed in the usual benefit year in the same proportion as that by which the length of the special base period exceeded the length of the normal base period. For example, supposing a normal base period of 4 quarters and a normal duration of benefits equal to 16 times the weekly benefit amount; a claimant with a special base period of 6 quarters— $1\frac{1}{2}$ times as long as the normal base period—would be entitled during his special benefit year to $1\frac{1}{2}$ times the normal duration, or 24 times his weekly benefit amount, minus any benefits previously drawn by him in his benefit year current upon his entry into military service. To avoid complicated calculations and possible inequities, the fractional quarter, which in nearly all cases would occur just before the entry into service, would be deemed a completed quarter.

In States providing individual duration, the post-discharge duration of benefits would be, in

general, an amount equal to the usual specified fraction ($\frac{1}{2}$, $\frac{1}{4}$, and so on) of the wages paid (or earned) in the special base period, minus any benefits already used in the benefit year current on the individual's entry into service. In most individual-duration States, however, total benefits are subject to a maximum equal to a specified multiple of the weekly benefit amount. The same principle would be applied to this maximum as suggested for determination of duration in uniform-duration States. In other words, discharged individuals with a base period longer than 4 quarters would be entitled to a proportionate allowance of additional benefits for base-period quarters in excess of four.

In other respects, also, the operation of the plan would be affected by differences between individual and uniform benefit-year provisions. In States with individual benefit-year provisions, there will be some individuals for whom no benefit year was in progress when they enlisted or were inducted. For such individuals, who have no already-determined rights to be carried over, it would seem reasonable to provide a base period for use after discharge, composed of the 4 completed calendar quarters, and any intervening fractional quarter, immediately preceding their date of entry into military service. There will be little difficulty in returning these claimants to the normal benefit year and base period after their special benefit year expires. In States providing uniform benefit years, on the other hand, the special post-discharge benefit year will overlap to a greater or lesser extent the first uniform benefit year following the discharge from service. The most feasible procedure would seem to be to allow this overlapping to occur but to provide that the benefits which may be drawn in each of the 2 benefit years shall be calculated separately on the basis of the base periods respectively assigned to each.

Under both types of benefit-year provisions, there will be cases wherein the first normal—second actual—benefit year following discharge will have attached to it a base period including less than the usual 4 completed calendar quarters in which the claimant might have had wage-earning experience, because of the fact that the period of military experience may extend into or over one or more of these quarters. In view of this possibility, it may be deemed equitable to allow the claimant to use, in the second post-discharge

benefit year, any benefit rights which he did not utilize in the first, up to an amount which will entitle him to total benefit payments for that second year equal to the normally allowed maximum.

The individual's weekly benefit amount for his special post-discharge benefit year, and the question whether he had satisfied the qualifying-earnings requirement of the law with respect to that benefit year, could be determined by the normal formula, on the basis of his earnings in his special, preinduction, base period.

Coverage and Effective Period of Legislation

It is generally thought that the proposed State legislation should apply to all covered workers who are required by law to enter on active military duty under defense legislation. This group would include individuals inducted directly into the land or naval forces of the United States for training or service, and, when ordered into the active Federal military service, members of all units of the reserve components of the Army—including the National Guard—and all retired personnel of the Army. It is generally agreed that the proposed legislation should also include those who have voluntarily enlisted for active military service since the imminence of the defense emergency became apparent. The effective date of the Selective Training and Service Act of 1940 was September 16, and of Public Resolution No. 96, August 27, 1940. In order to cover voluntary enlistments made in anticipation of these acts or in recognition of the situation that gave rise to them, it is usually proposed to extend the benefits of the projected State legislation to individuals entering the Federal military service after a date reasonably prior to the effective dates of these two laws, i. e., after some date early in 1940.

In view of the unpredictability of future developments, consideration has been given to the length of time for which a State could advisedly preserve benefit rights. The legislation, it appears, will generally be extended only to individuals discharged before a certain date. The Bureau of Employment Security has recommended that, for all States whose legislatures meet again in 1943, this date might well be placed in, or at the end of, the first calendar quarter of that year. This period would take care of all individuals discharged from service between the effective date

of the legislation and the 1943 session of the State legislature and would, in addition, give that session time to consider the advisability of any amendments to the action of the 1941 session. States whose legislatures meet more frequently will presumably desire to cover all discharges within at least a 2-year period.

The proposed legislation will, it appears, also specify a minimum duration of military service as a condition for the special preservation of benefit rights. Obviously, there would ordinarily be no necessity or justification for any special carry-over of benefit rights for military service of only a few weeks. It has been suggested that the proposed legislation should apply only to service for 90 days or more.

The considerations justifying extension of the legislation to members of the reserve components of the Army and Navy when ordered into the active service of the United States are generally deemed not to apply to individuals in the annual training courses and encampments of the National Guard when that organization has not been called into active Federal service. For such individuals the sacrifices involved, length of the training period, availability of participants for the acceptance of suitable work if offered, and other factors, are obviously widely different from those existing under Federal military service.

Question has been raised whether State benefit rights should not also be carried over during the present emergency for civilians entering non-military employment closely connected with the defense program but of a type not ordinarily covered by State unemployment compensation laws—such, for example, as employment in Government arsenals or navy yards. The justifications for modifying or extending State unemployment benefit provisions for covered workers who enter active military service do not seem to apply in equal measure to workers in such other defense-connected operations. An individual who takes employment in a shipyard does so voluntarily and hence is not forcibly deprived of the exercise of his ordinary benefit rights, as is a worker required to enter the military service. Of course, the same argument could be applied to those who entered the armed forces by enlistment rather than by compulsory enrollment. However, even in these cases, greater personal sacrifices, financial and otherwise, are generally involved than are

suffered by those going into nonmilitary defense occupations. For these reasons, extension of the proposed State legislation to persons outside the actual military service has not been generally advocated.

Relation to Experience Rating

There appears to be general agreement that the proposed preserving legislation will not necessitate or make desirable any change in the experience-rating provisions of State laws. Under reserve-account laws, section 1602(c)(1) of the Internal Revenue Code requires that benefits must be paid from the account of the employer who paid the wages on which such benefits are based. Under such laws, therefore, benefits based on the preinduction experience of a claimant must be charged against the employer with whom such experience was had, even though the benefits are paid for unemployment occurring after an interval of military service.

Under some pooled-fund laws, it is possible that benefits for unemployment following military service might be charged against the general State fund instead of an individual employer's account, without conflict with the provisions for credit allowance contained in the Internal Revenue Code. Even under such laws, however, the charging of benefits paid after a period of military service against the account of the claimant's preinduction employer or employers is generally deemed to be in accord with the theory that a reduced rate of contributions shall be based only on an employer's experience with respect to unemployment or other factors bearing a direct relation to the unemployment risk of his workers. Thus, if benefits based on wage-earning experience are charged against the employers with whom such experience was had, deferred benefits are taken to constitute a part of the risk with respect to the future unemployment of his workers which the employer assumes as an incident of having them in his employ.

It has already been noted that employers are under a recognized obligation to rehire their former workers after periods of military service. Failure to charge an employer's account for benefits paid to a discharged individual formerly in his employ would place a premium on the retention of temporary workers instead of rehiring those returning from military service—a policy

contrary to that expressed in the Selective Training and Service Act of 1940.

Provision Against Simultaneous Drawing of Unemployment Benefits From Two Systems

Most State laws already have provisions which prohibit an individual's drawing benefits with respect to the same week of unemployment both from a State and from the Federal Government. Some State laws, however, do not contain such a provision, and it is not certain in the case of some others that the phraseology of the provision will ensure against such double benefits if a Federal system of unemployment compensation should also be put into effect for individuals discharged from military service. It may, therefore, be necessary for some States to amend their present laws to preclude any possibility of double benefits, particularly if the conclusion generally agreed on is embodied in the Federal legislation—namely, that an individual should be required to exhaust all his potential benefits under the Federal system before resorting to State benefits.

Records and Reports With Respect to Individuals Entering Military Service

Among the special administrative problems which will arise in connection with the State legislation now under discussion will be that of obtaining a record of enlistment or induction and of discharge of covered workers. In many respects this problem lends itself to uniform treatment for the States as a whole, instead of piecemeal solution by each particular State. From this angle the problem is being worked out by the Bureau of Employment Security of the Social Security Board.

The Bureau has made arrangements with the Selective Service System and the War Department whereby State agencies, after July 1, 1941, will receive a photostatic copy of the War Department's basic record of each individual entering military service. Since this arrangement apparently cannot be put into operation before July 1, the Bureau has recommended to the States certain other measures for obtaining the necessary information. These measures include special reports by employers to State agencies of all separations of covered workers for military purposes not previously reported, notation by employers on their quarterly wage reports of all workers so leaving employment in the future, and the obtaining by the agency through employment office interviews

of information on individuals unemployed at the time of induction. The Bureau is also continuing negotiations with officials of the Selective Service System and of the War Department to develop further the informational procedures already suggested and to discover others.

Appropriate provisions for State interchange of wage credits and of necessary records and information exist in some State laws but will have to be

introduced into others. There will also be the problem of preserving the wage and benefit records of individuals covered by the proposed legislation during their period of service. For segregating and preserving these records, each State agency will presumably develop the procedures best adapted to its existing wage-record process. It may be necessary for State agencies to preserve all wage records for a limited period of time.

Experience Rating in Indiana, 1940*

The present analysis for Indiana, like similar analyses for Nebraska and Wisconsin published in the January and February Bulletins, respectively, summarizes data reported by the State agency and covering 1939 experience on which modification of employer contribution rates in 1940 was based. Similar data are available for South Dakota, where a relatively small group of employers was able to obtain modified rates in 1940, and also for Delaware, where rate modifications will not be effective until January 1942. Copies of releases summarizing information for these two latter States may be obtained, on request, from the Bureau of Employment Security, Research and Statistics Division.

UNDER PROVISIONS of the Indiana law, outlined subsequently, only a small group of employers could qualify for reduced rates of contribution in 1940, the first year for which such rates could be assigned on the basis of an employer's experience rating. Rate reductions for this year therefore affected only 428 employer-reserve accounts, about 4 percent of the total, which was 10,217. It is estimated that the reduced rates caused a decline of considerably less than 1 percent from the amount which would have become payable had all employers paid the 2.7-percent rate. Reductions were made possible largely by a decline in an employer's pay roll in 1939, or by his payment of voluntary contributions, rather than by employment stabilization.

Among the total 10,217 employer accounts in the State, approximately 11 percent were overdrawn as of December 31, 1939—that is, the amount of benefits charged exceeded the contributions made by the employers and credited to their accounts. The mining and construction

industries had relatively the largest number of overdrawn accounts, while manufacturing accounted for three-fourths of the total amount overdrawn on that date.

Statutory Provisions

Under the terms of the Indiana statute, each employer's reserve account was credited with five-sixths of his contributions during 1936, 1937, and 1938, and the remaining one-sixth was credited to a State-wide pooled account.¹ Beginning with 1939, the pooled account has been credited with 0.135 percent, or one-twentieth of 2.7 percent, and the remainder of the employer's contributions have been credited to his reserve account. In addition, employers are permitted to make voluntary contributions to their accounts, which are treated as required contributions.

Thus, the reserve account of an employer whose taxable pay roll has remained uniform since 1936 would have been credited with 7 percent

*Prepared in the Research and Statistics Division, Bureau of Employment Security.

¹ In addition to Indiana, the laws of North Carolina, South Dakota, and Vermont are of the combined employer-reserve and pooled-fund type, under which a portion of each employer's contributions is credited to the State-wide pooled account and the remainder is credited to his own reserve account.

of his annual pay roll at the close of 1939, provided that no benefits had been charged to his account.

Year	Contributions as percent of annual pay roll	
	Paid	Credited to employer's account
Total	8.1	7.065
1936	.9	.75
1937	1.8	1.50
1938	2.7	2.25
1939	2.7	2.565

The statute requires that an employer's reserve balance must be equal to at least 7.5 percent of his preceding year's pay roll in order to entitle him to a rate reduction. This requirement undoubtedly accounts for the fact that so few employers obtained rate reductions in 1940. Of the 428 employers who obtained rate reductions, 352 received the 2-percent rate, 24 the 1-percent rate, and 52 the minimum rate of 0.135. These rate reductions decreased by less than 1 percent² the yield which would have been obtained for 1940 if all employers had had the 2.7-percent rate.

A report prepared by the Indiana agency indicates that declining pay rolls in 1939 and voluntary contributions were largely responsible for the 1940 rate reductions. The report points out that "Since it was necessary for an employer to have an annual pay roll in 1939 far below the annual pay roll in the preceding years in order to attain a . . . reserve ratio [of more than 7.5 percent], we can safely say that the reductions in contribution rates for 1940 cannot in any way be attributed to any successful attempts to stabilize employment."³ The principal factors responsible for lower pay rolls in 1939 included (1) curtailment of employment, (2) disposal of a portion of the employer's business, or (3) cessation of business during the year. Analysis of the records of 279 firms obtain-

ing rate reductions without payment of voluntary contributions indicates that, for the most part, firms which experienced curtailed employment during 1939 received a 2-percent rate, those which disposed of a portion of their business reduced their pay rolls to the point at which the 1-percent rate was assigned, while employers who ceased operations for a portion of the year inflated their reserve ratios sufficiently to attain the minimum rate of 0.135 percent.⁴

Voluntary Contributions

One hundred fifty-six additional employers, or 1.5 percent of all accounts in the State, qualified for rate reductions by making voluntary contributions of amounts sufficient to raise their reserve balances to 7.5 percent or more of their 1939 pay rolls. Such voluntary contributions, which are encouraged by the procedures used by the State agency, totaled over \$11,000, or 0.05 percent of the 1939 collections, and were made more frequently by small than by large employers. The 1939 pay roll of these 156 employers totaled \$3.3 million, or an average annual pay roll of slightly more than \$21,000, in contrast to an average of nearly \$60,000 for all accounts in the State. While 49 percent of all accounts in the State which reported pay rolls in each of the 3 years 1937, 1938, and 1939 had an average annual pay roll of less than \$20,000, 61 percent of the accounts making voluntary contributions were classified in this pay-roll group. Although the small number of accounts involved limits the validity of size comparisons, it may be noted that about 2.6 percent of all accounts with average annual pay rolls below \$20,000 made voluntary contributions, as compared with 1.6 percent of the accounts with pay rolls above \$20,000.

Seventy-one of the accounts making voluntary contributions were in wholesale and retail trade. Although there are more than 4 times as many accounts in manufacturing (2,521) as in finance, insurance, and real estate (613), 28 firms in the latter group made voluntary contributions compared with 30 in manufacturing.

All accounts which made voluntary contributions obtained rate reductions, and in each case the rate assigned was next below the one which would have been assigned had no such contribution been made. Only seven of these accounts would

⁴ Ibid.

² Recent estimates prepared by the Indiana unemployment compensation agency show that experience rating will affect a much larger proportion of accounts during 1941. Approximately 3,450 employers will probably have contribution rates lower than 2.7 percent; 1,340 will receive rates higher than 2.7 percent; and about 5,320 will pay contributions at the normal rate of 2.7 percent. These estimates indicate that, if it is assumed that pay rolls for 1941 will remain at the same level as in 1939, the decline in yield during 1941 would be approximately \$900,000, or slightly more than 4 percent of the contributions which would be derived from the application of the uniform rate of 2.7 percent. Indiana Unemployment Compensation Division, *The Effects of Experience and Penalty Rating Provisions on Contributions for 1941*, Memorandum No. 23, Oct. 29, 1940. See footnote 8, below.

³ Indiana Unemployment Compensation Division, *Savings to Employers Under the Operation of the 1940 Experience Rating Provisions of the Indiana Unemployment Compensation Law*, Memorandum No. 16, Apr. 16, 1940.

Table 1.—Number and percent of Indiana experience-rating accounts, and accounts with 1940 rate reductions, by industry

Industry	All accounts		Accounts with rate reduction	
	Number	Percent	Number	Percent
Total.....	10,217	100.0	428	100.0
Agriculture, forestry, and fishery.....	26	.3	3	.7
Mining.....	287	2.8	7	1.6
Construction.....	767	7.5	12	2.8
Manufacturing.....	2,521	24.7	68	15.9
Transportation, communication, and other public utilities.....	572	5.6	14	3.3
Wholesale and retail trade.....	4,190	41.0	206	48.1
Finance, insurance, and real estate.....	613	6.0	59	13.8
Service industries.....	1,241	12.1	59	13.8

have obtained such reductions if they had not made voluntary contributions.

Industry and Size-of-Firm Variations

About two-thirds of all experience-rating accounts in the State are found in the trade and manufacturing groups—41 percent for trade and 25 percent for manufacturing (table 1). The service industry with about 12 percent of all accounts was the third largest group in the State. No more than 8 percent of the accounts are found in any of the remaining groups.

About 48 percent of all accounts with reduced rates are found in the trade group, and 16 percent in manufacturing. On the other hand, 14 percent of all reduced rates went to employers in finance, insurance, and real estate, which represented only 6 percent of all accounts in the State.

A classification⁵ by size of annual pay roll (table 2) indicates that 23 percent of the accounts have pay rolls of less than \$10,000, 49 percent less than \$20,000, and 63 percent less than \$30,000. Thirteen percent have pay rolls in excess of \$100,000, and 24 percent in excess of \$50,000. In contrast, 38 percent of all rate reductions were obtained by the accounts with pay rolls under \$10,000, 69 percent by accounts with pay rolls of less than \$20,000, and 84 percent by accounts with pay rolls of less than \$30,000. Only 5 percent represent accounts with pay rolls in excess of \$50,000.

It is clear that accounts with small pay rolls and those in trade, service, and finance and insurance

⁵ Only 7,401, or 72.4 percent of all accounts, were classified by size. This classification, based on size of average annual pay roll, was applied only to accounts with pay rolls reported in each of the years 1937, 1938, and 1939. The remaining 2,816 accounts, which had no pay roll reported in 1 or more of these years, were not classified by size.

obtained the greatest proportion of the rate reductions; these accounts may either have had declining pay rolls during 1939 or have found it most practicable to make the necessary voluntary contributions in order to raise their reserve ratios above 7.5 percent.

Overdrawn Accounts

On December 31, 1939, 1,150 or 11 percent of the 10,217⁶ experience-rating accounts were overdrawn (table 3). The excess of benefits charged over contributions credited to these accounts was more than \$3.4 million. These employers would have been required to pay contributions at the 3.7-percent rate,⁷ had the statute not provided that no rate in excess of 2.7 percent would go into effect until 1941; under the existing statute increased rates will not be assigned until 1943.⁸

Disproportionately large numbers of overdrawn accounts were found in the mining and construction industries; 50 percent of the accounts in mining and 31 percent of those in the construction

Table 2.—Number and percent of Indiana experience-rating accounts, accounts with 1940 rate reductions, accounts overdrawn, and amount overdrawn, by average annual pay-roll group

Average annual pay roll ¹	All accounts		With rate reduction		Overdrawn			
	Number	Percent	Number	Percent	Accounts		Total (in thousands)	Percent
					Number	Percent		
Total.....	10,217		428		1,150		\$3,426	
Classified.....	7,401	100.0	357	100.0	753	100.0	2,976	100.0
Under \$5,000.....	524	7.1	62	17.3	109	14.5	23	.8
5,000-9,999.....	1,161	15.7	72	20.2	148	19.6	53	1.8
10,000-19,999.....	1,959	26.5	112	31.4	200	26.6	475	16.0
20,000-29,999.....	1,031	13.9	52	14.6	77	10.2	90	3.0
30,000-39,999.....	607	8.2	34	9.5	41	5.4	66	2.3
40,000-49,999.....	374	5.0	6	1.7	27	3.6	62	2.1
50,000-99,999.....	798	10.8	15	4.2	78	10.4	208	7.0
100,000-999,999.....	871	11.8	4	1.1	63	8.4	685	23.3
1,000,000 and over.....	76	1.0			10	1.3	1,302	43.7
Not classified.....	2,816		71		397		450	

¹ Average of 1937-39 annual pay rolls.

group were overdrawn, as compared with 11 percent for the State as a whole. In contrast to this experience, only 6 percent of the accounts in trans-

⁶ In accordance with the instructions supplied by the Bureau of Employment Security, the agency reported on the modified rates assigned to the 10,217 experience-rating accounts active as of Mar. 31, 1940, but supplied data on the 1,150 accounts which were overdrawn as of Dec. 31, 1939.

⁷ A study prepared by the Indiana agency indicates that such employers "saved" \$795,000 by retaining the 2.7-percent rate during 1940, assuming that their 1940 pay roll was identical with their 1939 pay roll. See *Savings to Employers*, op. cit.

⁸ Prior to an amendment to the Indiana law approved in March 1941, increased rates were to become effective in 1941.

Table 3.—Number and percent of Indiana experiencing accounts and of accounts overdrawn, and percent of accounts overdrawn, by industry, as of Dec. 31, 1939

Industry	All accounts		Overdrawn				
			Accounts		Amount		Percent of accounts in industry overdrawn
	Number	Percent	Number	Percent	Total (in thousands)	Percent	
Total.....	10,217	100.0	1,150	100.0	\$3,426	100.0	11.2
Agriculture, forestry, and fishery.....	26	.3	7	.6	6	.2	26.9
Mining.....	287	2.8	143	12.4	393	11.5	49.8
Bituminous and other soft-coal mining.....	140	1.4	92	8.0	349	10.2	65.7
Construction.....	767	7.5	234	20.4	321	9.4	30.5
Manufacturing.....	2,521	24.7	337	29.3	2,541	74.2	13.4
Apparel and other finished products.....	111	1.1	26	2.3	105	3.1	23.4
Furniture and finished lumber products.....	274	2.7	51	4.4	280	8.2	18.6
Stone, clay, and glass products.....	155	1.5	39	3.4	166	4.8	25.2
Iron and steel and their products.....	265	2.6	48	4.2	281	8.2	18.1
Machinery (except electrical).....	198	1.9	31	2.7	342	10.0	15.6
Automobiles and automobile equipment.....	61	.6	21	1.8	889	25.9	34.4
Transportation, communication, and utilities.....	572	5.6	36	3.1	32	.9	6.3
Wholesale and retail trade.....	4,190	41.0	223	19.4	63	1.8	5.3
Finance, insurance, and real estate.....	613	6.0	15	1.3	4	.1	2.4
Service industries.....	1,241	12.1	155	13.5	66	1.9	12.5

portation and communication, 5 percent of those in trade, and 2 percent of those in finance were overdrawn. In the manufacturing and service groups, the proportion of overdrawn accounts was only slightly higher than the State-wide average, although the amount overdrawn in manufacturing represented three-fourths of the total for the State.

An examination of employment data reported to the Social Security Board by the Indiana agency indicates that the range of fluctuations in monthly employment, in comparison with the average monthly employment in 1938 was 3 and

5 times greater, respectively, in mining and construction than in all industries combined; in 1939 it was 1½ and 5 times greater, respectively.*

Of the approximately \$3.4 million overdrawn by all accounts, almost 75 percent is attributable to accounts in the manufacturing groups and about 12 percent to those in mining. Of the individual major industry groups in these two principal industry divisions, the amounts overdrawn by employers in automobile manufacturing represented 26 percent of all overdrawn amounts in the State, and the amounts overdrawn by accounts in machinery manufacturing (except electrical) and in bituminous coal mining each represented 10 percent of the State total. The accounts in these three of the most important industries in the States were charged with \$1.6 million in benefits in excess of their credited contributions, or 46 percent of all overdrafts in the State. Since analysis of the experience of other States has indicated that industries characterized by large numbers of overdrawn accounts are those in which increased contribution rates are most common, it may be expected that, if this experience continues, a high proportion of increased rates will be assigned to employers in these groups in subsequent years.

The data also indicate that a disproportionately large number of employers with average annual pay rolls under \$10,000 have overdrawn accounts (table 2). While 23 percent of all employers in the State are found in this pay-roll group, 34 percent of those with overdrawn accounts are so classified.

* Social Security Board, *Employment and Payrolls in State Unemployment Compensation Systems, 1938*, Employment Security Memorandum No. 6, April 1940.

Characteristics and Taxable Wages of Negro Workers, 13 Selected Southern States, 1938

CHARLES L. FRANKLIN*

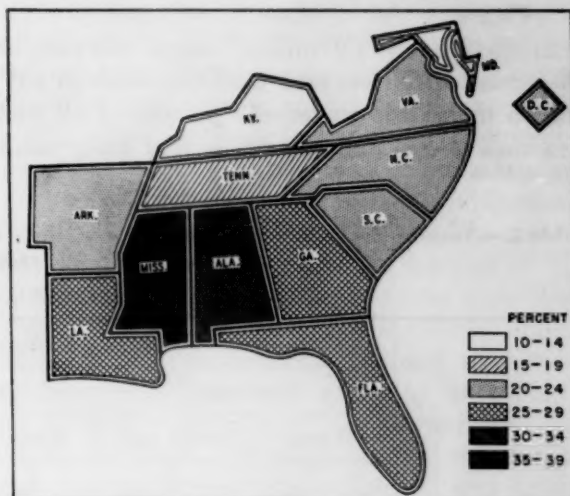
AMONG THE APPROXIMATELY 5.2 million workers who received taxable wages in 1938¹ under the old-age and survivors insurance program in 13 selected southern States, nearly 1.2 million, or 23 percent of the total, were Negroes.

The fact that large numbers of Negro workers are concentrated in agricultural labor and domestic service, which are excluded from coverage under the insurance program, suggests that the experience of Negro workers under the program is significantly different from that of white workers. This difference may be further indicated by analysis of information derived from the quarterly reports made by employers subject to the program. These data, for example, may be used in analyzing the extent to which the coverage provisions of the act cause disproportionate exclusions of Negro workers from covered employment. Similarly, wage data may be utilized to indicate the extent to which Negro workers, as compared with white workers, face difficulties in accumulating wage credits sufficient to qualify them, and their dependents or survivors, for the benefits provided under the program. The data also show differences in characteristics and taxable wages between Negro and white workers in covered employment.

For the year 1938, employee wage data were tabulated to show the race² of workers in 13 States in which at least 10 percent of the workers with taxable wages in 1937 were Negroes; these States were Alabama, Arkansas, the District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia. In several other States, however, most of which are principally industrial, such as New York, Pennsylvania,

New Jersey, Ohio, Illinois, and Texas, there were heavy concentrations of Negro workers in covered employment, concentrations significant in terms of the total number of Negro workers in covered employment in the United States as a whole even though they constituted less than 10 percent of the State totals. It is estimated that the 13 States account for 58 percent of all Negro workers in covered employment and 42 percent of all taxable wages received by Negro workers in the United

Chart 1.—Negro workers with taxable wages in 1938 as percent of all workers, by State, 13 selected States



States. The average wage of \$388 for Negro workers in the 13 States in 1938 compares with an average of \$430 for all Negro workers in the country in 1937.³

The tabulation of employee wage data shows, in addition to race, the sex, age, and taxable wages for those workers who received taxable wages during the fourth quarter of 1938. As a result, all full-time workers who worked during all 4 quarters are included in the tabulation; but many seasonal, part-time, or intermittent employees who worked only during any of the first 3 but not the fourth quarter are excluded. The tabulation, therefore,

*Bureau of Old-Age and Survivors Insurance, Analysis Division.

¹ For general summary of 1938 wage data, see *Social Security Yearbook, 1939*, pp. 51-65; see also Corson, John J., "Characteristics of Employees Under Old-Age Insurance in 1938," *Social Security Bulletin*, Vol. 3, No. 12 (December 1940), pp. 3-10, 70-76. In table F of that article (p. 76), the following corrections should be made: the words "average annual taxable wage" should be "annual taxable wages"; "reported for 1938" in footnote 1 should read "reported for 1937."

² In these discussions only two designations are used—"Negro" and "white"; the latter includes all groups other than Negro.

³ See the *Bulletin*, September 1939, p. 20, table 3.

is a sample, constituting approximately 75 percent of the total number of covered workers in 1938 for the 13 States combined. Wage averages for the whole group would therefore tend to be somewhat lower than those here given for fourth-quarter workers. Several other minor factors—such as delayed or incorrect wage reports, wages reported under canceled account numbers, unknown race or sex of employees—slightly affect the representativeness of the fourth-quarter data. However, the combined effect of all these limitations is not substantial and does not give rise to significant errors.⁴ In order to show an over-all picture of the total number of Negro workers with taxable wages and the amount of such wages in the 13 States in 1938, estimates were made on the basis of race and sex proportions shown by the comparable 1937 employee wage data (table 1).

Number and Sex of Workers and Total Taxable Wages

Approximately 1.2 million Negro workers, or 23 percent of all covered workers, received \$372 million in taxable wages—12 percent of all such

⁴ For further discussion of these factors, see the *Social Security Yearbook*, 1939, pp. 51-65.

wages paid in 1938 to workers in the 13 States analyzed here. Negro men, constituting 26 percent of all male workers, received almost \$334 million, or 13 percent of all taxable wages received by men; Negro women, on the other hand, received only \$38 million in taxable wages. This amount represents 7 percent of the taxable wages received by all women in these States though the Negro women constituted 13.5 percent of this group.

The ratio of Negroes to the total number of covered workers in the 13 States varied widely from State to State, ranging from 11 percent in Kentucky to 39 percent in Mississippi. As might be expected, the higher percentages were found, in general, in the States of the deep South, where Negroes also constituted substantially larger proportions of the labor force (chart 1). There were also striking State differences in the percentages of the total taxable wages received by Negro workers. On the whole, these percentages of taxable wages were about one-half the percentages that Negro workers constituted of all workers who received such wages. These differences were also more pronounced in the deep South. In contrast,

Table 1.—Number and percent of Negroes and their taxable wages in covered employment, 1938, and percent of Negroes in the labor force, 1940, by sex and State, 13 selected States

[Wages in thousands]															
State	Covered employment, 1938 ¹												Labor force, 1940 ²		
	Total Negro				Male Negro				Female Negro				Negroes as percent of total	Male Negroes as percent of all males	Female Negroes as percent of all females
	Workers		Taxable wages		Workers		Taxable wages		Workers		Taxable wages				
	Number	As per cent of all covered workers	Amount	As per cent of all tax- able wages	Number	As per cent of all male covered workers	Amount	As per cent of all male taxable wages	Number	As per cent of all female covered workers	Amount	As per cent of all female taxable wages			
13 States.....	1,183,390	22.7	\$371,535	12.0	994,063	26.1	\$333,778	12.9	189,297	13.5	\$37,757	7.2	30.6	27.2	40.6
Alabama.....	118,407	30.1	42,549	18.9	108,322	34.7	40,624	20.7	10,085	12.3	1,925	6.6	37.7	33.0	52.7
Arkansas.....	44,688	22.9	12,160	12.7	41,570	26.7	11,552	13.6	3,118	8.1	608	5.6	26.9	24.5	38.3
District of Columbia.....	45,350	22.2	24,247	13.5	37,753	26.9	20,804	14.6	7,597	11.9	3,443	9.2	28.7	27.3	30.8
Florida.....	112,503	25.9	29,521	13.2	96,499	30.0	26,882	14.4	16,004	14.0	2,639	7.2	31.6	27.7	41.4
Georgia.....	135,479	25.0	33,608	11.9	110,780	29.9	29,918	13.3	24,699	14.4	3,690	6.4	37.2	32.9	48.3
Kentucky.....	41,365	10.5	16,642	6.6	34,975	11.5	15,378	7.1	6,390	7.3	1,264	3.6	9.5	7.8	17.1
Louisiana.....	118,672	28.6	37,374	13.9	104,731	31.6	34,974	14.9	13,941	16.6	2,460	7.5	38.4	34.7	50.1
Maryland.....	64,574	13.7	29,741	7.9	54,283	16.1	27,434	8.8	10,291	7.6	2,307	3.8	18.1	16.1	23.7
Mississippi.....	82,260	39.0	17,918	20.2	75,615	46.3	16,983	22.7	6,645	14.1	935	6.8	53.0	49.4	63.7
North Carolina.....	142,776	21.8	40,952	11.3	100,830	23.2	32,156	11.4	41,946	19.0	8,796	10.9	28.9	26.8	34.8
South Carolina.....	73,542	23.1	17,279	11.3	64,896	28.5	16,061	12.9	8,646	9.6	1,218	4.1	43.5	40.0	52.0
Tennessee.....	84,529	17.4	28,213	10.0	71,626	20.6	25,415	10.9	12,903	9.5	2,797	5.7	20.9	17.7	31.9
Virginia.....	119,245	23.9	41,332	12.9	92,213	25.4	35,597	13.3	27,632	19.9	5,735	11.1	26.0	23.5	34.1

¹ Data (partly estimated) derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown (see the *Bulletin*, December 1940, pp. 70-76). State of employment in basic tabulation was indicated only for workers for whom taxable wages were reported for fourth quarter of 1938 (see tables 3-6), and their wages for entire year were

allocated to that State. For remaining 1938 workers, State of registration was used in estimating distribution by State of employment.

² Based on 5-percent sample of preliminary data from 16th Census of the United States. Represents persons 14 years and over who at any time during week of March 24-30, 1940, were employed, engaged in public emergency work, or seeking work.

in each State the proportion of taxable wages received by white workers in covered employment was greater than the proportion of white covered workers, reflecting prominently race and geographic differentials in wage rates and regularity of employment.

In terms of the number of Negro covered workers in 1938, North Carolina ranked first with nearly 143,000; Kentucky, with about 41,000, ranked last (table 1). It is interesting to note, however, that Alabama was first and Arkansas last in terms of the total amount of taxable wages paid to Negro workers. Negro men in covered employment were heavily concentrated, in about equal numbers, in Georgia, Alabama, Louisiana, and North Carolina, while Negro women were greatly concentrated in North Carolina. Kentucky had the fewest Negro men and Arkansas the fewest Negro women.

Although there was a predominance of men among both Negro and white workers in all States, the proportion of Negro women among all Negro workers was substantially lower than the proportion of white women among all white workers—16 as against 30 percent for the 13 States as a whole. In Arkansas Negro women constituted only 7 percent of all Negro workers, while in North Carolina they constituted 29 percent. For white women, however, variations in State percentages were less marked; they ranged from 23 percent in Kentucky to 36 percent in Georgia (table 2).

Extent of Coverage

That exclusion of agriculture and domestic employment under the Social Security Act affects disproportionately the coverage of Negro wage earners could best be shown by comparing the number of workers who received taxable wages in 1938 with the total labor force for that year. Since, however, appropriate data on the labor force in 1938 are not available, use has been made of preliminary 1940 data on the labor force, from the 16th Census of the United States (table 1).

Comparisons between these preliminary 1940 data and the corresponding race and sex groups of workers in covered employment in 1938 have certain limitations. The racial designations used by the census are "white" and "nonwhite"; the 1938 wage data, on the other hand, include all racial groups other than Negro in the "white" group. Since the actual number of persons

Table 2.—Percentage distribution of workers with taxable wages in 1938, by race and sex, for each of 13 selected States¹

State	Negro		White	
	Male	Female	Male	Female
13 States.....	84.0	16.0	69.8	30.2
Alabama.....	91.5	8.5	73.9	26.1
Arkansas.....	93.0	7.0	76.3	23.7
District of Columbia.....	83.2	16.8	64.7	35.3
Florida.....	85.8	14.2	69.6	30.4
Georgia.....	81.8	18.2	63.8	36.2
Kentucky.....	84.6	15.4	76.8	23.2
Louisiana.....	88.3	11.7	76.3	23.7
Maryland.....	84.1	15.9	69.4	30.6
Mississippi.....	91.9	8.1	68.4	31.6
North Carolina.....	70.6	29.4	65.2	34.8
South Carolina.....	88.2	11.8	66.5	33.5
Tennessee.....	84.7	15.3	69.1	30.9
Virginia.....	77.3	22.7	71.3	28.7

¹ Based on table 1.

identified with these "other" groups is negligible in the States under consideration, the "nonwhite" census group can be considered essentially Negro, and therefore significant errors in comparisons may not arise from this discrepancy. The census tabulation represents a count of the labor force as of a particular week in the year, whereas the figures for Negro workers given in table 1 relate to the total number who had covered employment at any time during the year 1938. The census figures may represent an understatement of the total number of persons attached to the labor force at some time during the year. Moreover, during the 2-year interval between 1938 and 1940 there has been some interstate migration of workers, and an unknown number of new entrants into and withdrawals from the labor market that might have changed slightly the volume as well as the race and sex composition of the labor force. Comparison of these two sets of data should therefore be used as a relative rather than an absolute measure of the extent of coverage.

If employment of agricultural and domestic workers, as well as certain smaller groups, were not excluded from coverage under the act, and if there were proportionate employment of both races and sexes in covered industries, the percentage that each race and sex group comprises of the covered workers would be approximately the same as the corresponding percentage of the total labor force within each State. Differences in race and sex patterns in the percentages of covered workers and the percentages of the labor force are, therefore, an indication of differences in coverage and

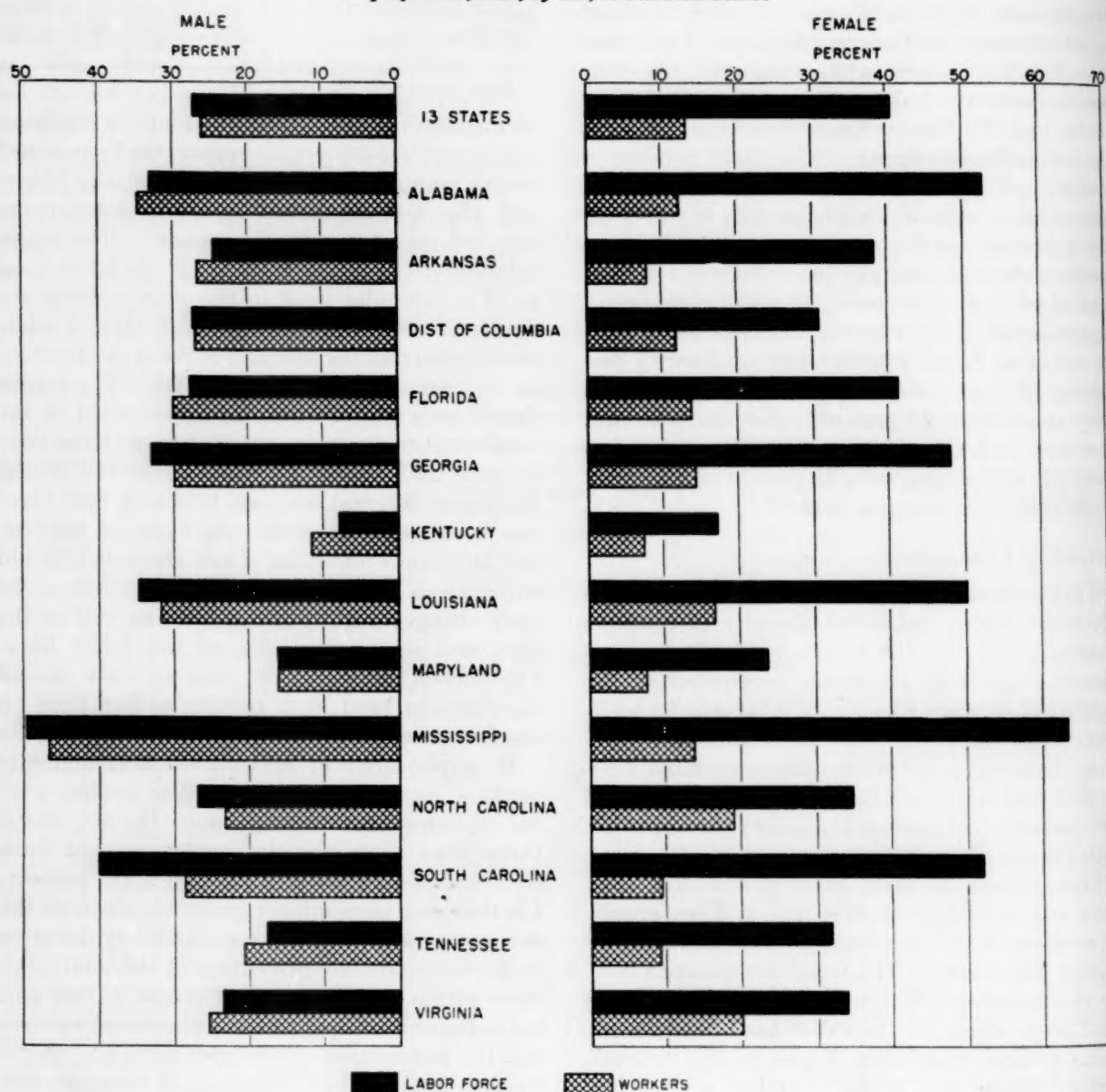
the extent of covered employment among the race and sex groups.

On the whole, Negro workers comprised a smaller percentage of the total number of covered workers than of the total labor force. For the 13 States combined they constituted only 23 percent of the covered workers but 31 percent of the labor force. In most States the differences between the two percentages were substantial; in a few States, however, these differences were small. In only one State—Kentucky—was the proportion of

Negroes among covered workers slightly greater than their proportion among the labor force.

These differences between the percentages of covered workers and the labor force were significantly smaller for Negro men than for Negro women. For the 13 States as a whole, the proportion of Negro men to all men in covered employment was only slightly lower than their proportion in the male labor force. In 5 States—Alabama, Arkansas, Florida, Kentucky, and Tennessee—Negro men represented a slightly greater

Chart 2.—Percent of Negroes in the labor force, 1940, and percent of Negroes with taxable wages in covered employment, 1938, by sex, 13 selected States



share of the male covered workers than of the male labor force (chart 2).

Negro women, on the other hand, represented 41 percent of the female labor force as compared with 14 percent of the female covered workers in the 13 States as a whole. The relative differences varied strikingly among the States. In Virginia, North Carolina, the District of Columbia, and Kentucky the differences between the percentages were relatively large, but still they were much greater in Mississippi, South Carolina, Georgia, and Louisiana. In no State did Negro women constitute a greater proportion of covered workers than of the labor force.

These comparative percentages reflect directly the industrial, occupational, and geographic differentials between Negro and white workers in the total labor force and in covered employment, due in part to the statutory occupational exceptions under the act which affect the extent of coverage among Negro workers and in part to the employment practices that limit job opportunities for Negro workers in covered employment. The higher extent of coverage of white workers, and especially white women as compared with Negro women, may be accounted for partly by a greater number of white women who entered the labor market in recent years and found increased employment opportunities in the new mills and factories using female labor. Moreover, white women are not as seriously affected by the occu-

pational exceptions of domestic service and agricultural labor under the act.

Age of Workers

Negro workers with taxable wages in the fourth quarter of 1938 were, on the average, less than a year older than white workers—33 years as against 32 for the 13 States as a whole (table 3). Median ages, for the 13 States, were about 1½ years lower than the mean ages. Negro men were in general slightly younger than white men; Negro women, on the other hand, were on the average 3 years older than white women.

The average age of Negro workers was found to vary more pronouncedly from State to State than the average age of white workers. For example, the range in average age was 6 years for Negro men as compared with 2 years for white men, and 6 years for Negro women as compared with only a year for white women.

More significant than average ages for this analysis, however, are the comparative distributions of Negro and white workers by age groups (table 3 and chart 3). Negro workers were concentrated in the ages 25–29, white workers in the ages 20–24.

Proportionately more Negro than white workers were under 15 years of age. This situation arises in part from the fact that Negro children must often supplement the generally low family income, and in part from the shorter school terms

Table 3.—Percentage distribution by age group of workers with taxable wages in the fourth quarter of 1938,¹ and median and mean age, by sex and race, 13 selected States

Age group (years)	Total			Male			Female		
	Total	Negro	White	Total	Negro	White	Total	Negro	White
Number of workers.....	3,870,598	881,476	2,989,122	2,844,353	742,600	2,101,753	1,026,245	138,876	887,369
Median age.....	30.8	31.6	30.5	31.8	31.8	31.8	28.4	31.0	28.0
Mean age.....	32.5	33.1	32.3	33.4	33.2	33.5	30.0	32.2	29.7
All ages ²	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 15.....	.1	.2	.1	.2	.2	.2	.1	.1	.1
15-19.....	8.9	7.0	9.5	7.4	6.9	7.6	13.1	7.5	14.0
20-24.....	19.5	17.6	20.0	18.0	17.6	18.0	23.3	17.9	24.1
25-29.....	19.0	19.5	18.8	18.7	19.3	18.4	19.9	20.8	19.8
30-34.....	15.6	16.2	15.5	15.8	16.0	15.8	15.1	16.9	14.8
35-39.....	11.8	13.2	11.4	12.3	13.1	12.0	10.5	13.8	10.0
40-44.....	8.8	9.5	8.6	9.4	9.5	9.4	7.3	9.5	6.9
45-49.....	6.3	6.3	6.2	6.9	6.5	7.1	4.7	5.5	4.6
50-54.....	4.6	4.8	4.6	5.2	5.0	5.3	3.0	3.9	2.9
55-59.....	3.1	3.0	3.1	3.5	3.1	3.7	1.7	2.1	1.7
60-64.....	1.8	1.5	1.8	2.1	1.6	2.2	.9	1.0	.9
65 and over.....	.2	.3	.2	.2	.3	.2	.2	.3	.1

¹ Data not adjusted for 1937 and 1938 carry-over (see the *Bulletin*, December 1940, pp. 70-76). For the United States, workers with taxable wages in fourth quarter of 1938 represent 77 percent of all workers, and their taxable wages represent 89 percent of total wages, in 1938 tabulation.

² Includes group of workers whose age is unknown and not shown in the table; therefore, the percentages add to slightly less than 100.0 in each case.

and less effective enforcement of school attendance and child-labor laws for Negroes in some of the States.

While the percentage of all Negro workers aged 15-24 was smaller than that for white workers, the difference was especially marked in the case of young women. Only 26 percent of the Negro women were in that age group, in contrast to 38 percent of the white women. This difference may be explained in part by the greater number of white apprentices, since in many cases union control seriously limits apprenticeship opportunities among young Negroes. Moreover, employers generally prefer older and more experienced Negro workers to do the type of work for which they employ younger white workers when they are available.

The differences in the age distribution become more significant with advancing age, particularly from the point of view of insured status, since to the older workers primary benefits are of more immediate concern. There were no substantial differences in the relative percentages of Negro and white men over 45 years of age. On the other hand, the proportion of older Negro women in covered employment was larger than that of white women, possibly because Negro women find it necessary to continue at work even after marriage and do not withdraw from the labor market to the same extent as white women workers. Their continuance in employment is to their advantage in accumulating additional quarters of coverage which may be used to maintain a currently insured status or acquire a fully insured status.

Chart 3.—Percentage distribution of workers aged 15-64 with taxable wages in the fourth quarter of 1938, by age group, sex, and race, 13 selected States

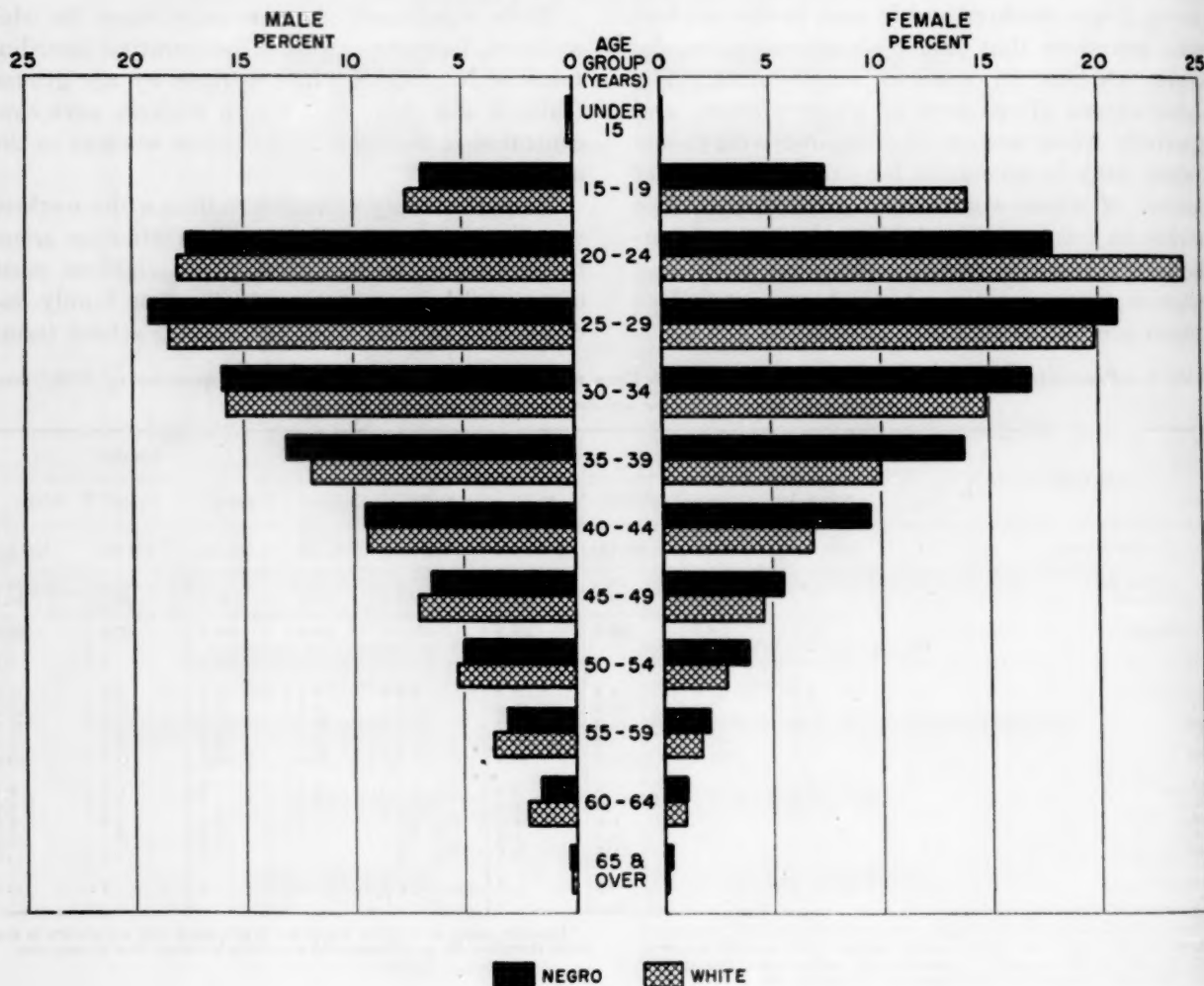
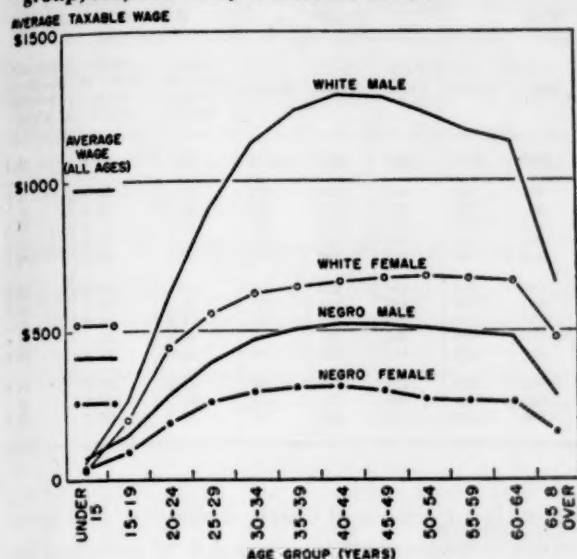


Chart 4.—Average annual taxable wage of workers with taxable wages in the fourth quarter of 1938, by age group, sex, and race, 13 selected States



As age 60 was approached, however, the proportion of Negro workers in the distribution decreased somewhat more rapidly than the corresponding proportion of white workers. To some extent this divergence is due to the fact that older Negro workers find it more difficult than older white workers to remain in gainful employment. Moreover, the greater mortality among older Negroes, and consequently the lower life expectancy of Negroes, results in a relatively smaller proportion of the Negro population—and in turn the Negro labor force—in the advanced ages. Thus, the indications are that smaller pro-

portions of Negro than of white workers in covered employment will reach age 65, when they can retire and apply for primary benefits. Because of this shorter life span, the protection of wives and children through the provisions for survivors benefits may be of relatively greater importance to those of the Negro group who have sufficient covered employment to attain currently insured status.

Age in Relation to Average Taxable Wage

Analysis of average taxable wages, by 5-year age groups, reveals that average wages of workers in covered employment increased with age, reaching the highest peak in the age groups 40-49 for Negro and white men, 40-44 for Negro women, and 50-54 for white women (table 4 and chart 4). The range in average wages by age for the respective age groups was significantly narrower for Negro workers—from \$74 to \$490—than for white workers—from \$52 to \$1,155—and the difference in the ranges for Negro and white men was much greater than for Negro and white women. For example, the range in the averages for Negro men was from \$76 to \$523, while that for white men was from \$55 to almost \$1,290; for Negro women, the average ranged from \$41 to \$312, for white women from \$34 to \$685.

An unusual finding in this analysis is the fact that in the age group under 15 years the average taxable wage received by Negro boys was 38 percent greater than that received by white boys, and the average for Negro girls was 21 percent greater than for white girls. It is only in this

Table 4.—Average annual taxable wage of workers with taxable wages in the fourth quarter of 1938,¹ and ratio (percent) of average for Negro workers to average for white workers, by age group, sex, and race, 13 selected States

Age group (years)	Total			Male			Female			Ratio (percent) of—		
	Total	Negro	White	Total	Negro	White	Total	Negro	White	Total Negro to total white	Male Negro to male white	Female Negro to female white
Average wage.....	\$736	\$388	\$839	\$827	\$413	\$974	\$483	\$255	\$519	46.2	42.4	46.1
Under 15.....	59	74	52	61	76	55	36	41	34	142.3	138.2	120.6
15-19.....	220	140	237	237	150	265	192	93	201	59.1	56.6	46.3
20-24.....	496	267	556	532	282	618	420	192	447	48.0	45.6	43.0
25-29.....	699	372	799	770	395	909	515	290	557	46.6	43.5	46.7
30-34.....	859	442	987	956	471	1,131	577	298	626	44.8	41.6	47.6
35-39.....	928	471	1,085	1,033	503	1,239	587	307	648	43.4	40.6	47.4
40-44.....	981	490	1,141	1,087	523	1,289	601	312	663	42.9	40.6	47.1
45-49.....	1,004	490	1,155	1,099	520	1,285	618	301	677	42.4	40.5	44.5
50-54.....	976	479	1,130	1,052	509	1,232	614	276	685	42.4	41.3	40.3
55-59.....	952	471	1,087	1,013	497	1,167	609	264	676	43.3	42.6	39.1
60-64.....	954	461	1,072	1,006	484	1,137	613	261	676	43.0	42.6	38.6
65 and over.....	513	271	639	531	284	664	386	162	481	42.4	42.8	33.7

¹ See table 3, footnote 1.

Table 5.—Average annual taxable wage of workers with taxable wages in the fourth quarter of 1938,¹ and ratio (percent) of average for Negro workers to average for white workers, by State, sex, and race, 13 selected States

State	Total			Male			Female			Ratio (percent) of—		
	Total	Negro	White	Total	Negro	White	Total	Negro	White	Total Negro to total white	Male Negro to male white	Female Negro to female white
13 States.....	\$736	\$388	\$839	\$827	\$413	\$974	\$483	\$255	\$519	46.2	42.4	49.1
Alabama.....	692	437	801	754	454	913	445	249	473	54.6	49.7	52.6
Arkansas.....	635	341	722	692	346	816	397	272	408	47.2	42.4	46.7
District of Columbia.....	1,060	635	1,182	1,185	649	1,382	777	561	806	53.7	47.0	60.6
Florida.....	685	342	805	769	361	945	440	227	475	42.5	38.2	47.8
Georgia.....	661	318	777	756	344	935	450	194	493	40.9	36.8	39.4
Kentucky.....	789	496	824	873	540	916	496	254	515	60.2	59.0	49.3
Louisiana.....	783	386	944	859	405	1,070	479	236	527	40.9	37.9	44.8
Maryland.....	948	548	1,013	1,094	597	1,190	572	293	596	54.1	50.2	49.2
Mississippi.....	557	293	725	606	303	864	386	187	419	40.4	35.1	44.6
North Carolina.....	653	336	742	751	370	868	453	253	500	45.3	42.6	50.6
South Carolina.....	606	294	703	677	308	829	425	189	451	41.8	37.2	41.9
Tennessee.....	736	413	805	831	437	934	488	276	510	51.3	46.8	54.1
Virginia.....	779	421	892	884	464	1,028	491	268	545	47.2	45.1	49.4

¹ See table 3, footnote 1.

age group that the average taxable wage of Negroes is greater than that of whites. This situation may be explained in part by the fact that many more Negro children find it necessary to work for longer periods than white children because of the economic circumstances of their families. Moreover, the seemingly greater indifference on the part of some officials in enforcing child-labor and compulsory school attendance laws and the shorter school terms for Negro children in many of the southern States encourage their employment.

Among both Negroes and whites the lowest average taxable wages were received by the youngest and the oldest workers, and it is among these workers that the differences in average wages of Negroes and whites were smallest, especially for women. Small differences in average wages of the oldest workers may be partly explained by the fact that the oldest Negro workers were mainly skilled and semiskilled workmen who had rather regular employment records with their employers.

As age 65 was approached, the average taxable wages for Negroes dropped somewhat more rapidly than the averages for whites, showing a greater loss of earning power for Negroes. The apparent decline in average wages of workers in the oldest age groups may be in considerable measure the result of the decline in the numbers of individuals in those successive age groups, resulting from the fractional years of potential coverage on the part of workers who were leaving the labor force per-

manently by reason of death, disability, and other factors. Negro workers drop out of coverage for such reasons at earlier ages than white workers, and possibly at a more rapid rate. Thus, it appears that greater difficulty will be experienced by Negro workers in maintaining their average wages, not only in the older age groups but throughout their working life, in amounts sufficient to acquire the necessary quarters of coverage and to accumulate wage credits which would qualify them for benefits equal to the average received by all workers.

The distribution of average wages by age groups within the States did not vary significantly from the pattern for the 13 States as a whole. Minor variations followed closely the State differences in average taxable wages.

State Differences in Average Taxable Wage

The average taxable wage ² of all Negro workers in covered employment—\$388—was less than one-half the average for all white workers—\$839—for the 13 States (table 5). In the various States also there were substantial differences. The highest averages, received in the District of Columbia, were \$649 for Negro men as compared with \$1,382 for white men, and \$561 for Negro women as compared with \$806 for white women. On the other hand, the averages for Negro men were

² Averages were derived from the total 1938 taxable wages of workers with taxable wages in the fourth quarter of 1938; they therefore include taxable wages of all full-time, but not all part-time, seasonal or intermittent, workers and are consequently slightly higher than if they had been based on the taxable wages paid to all workers employed at some time during 1938.

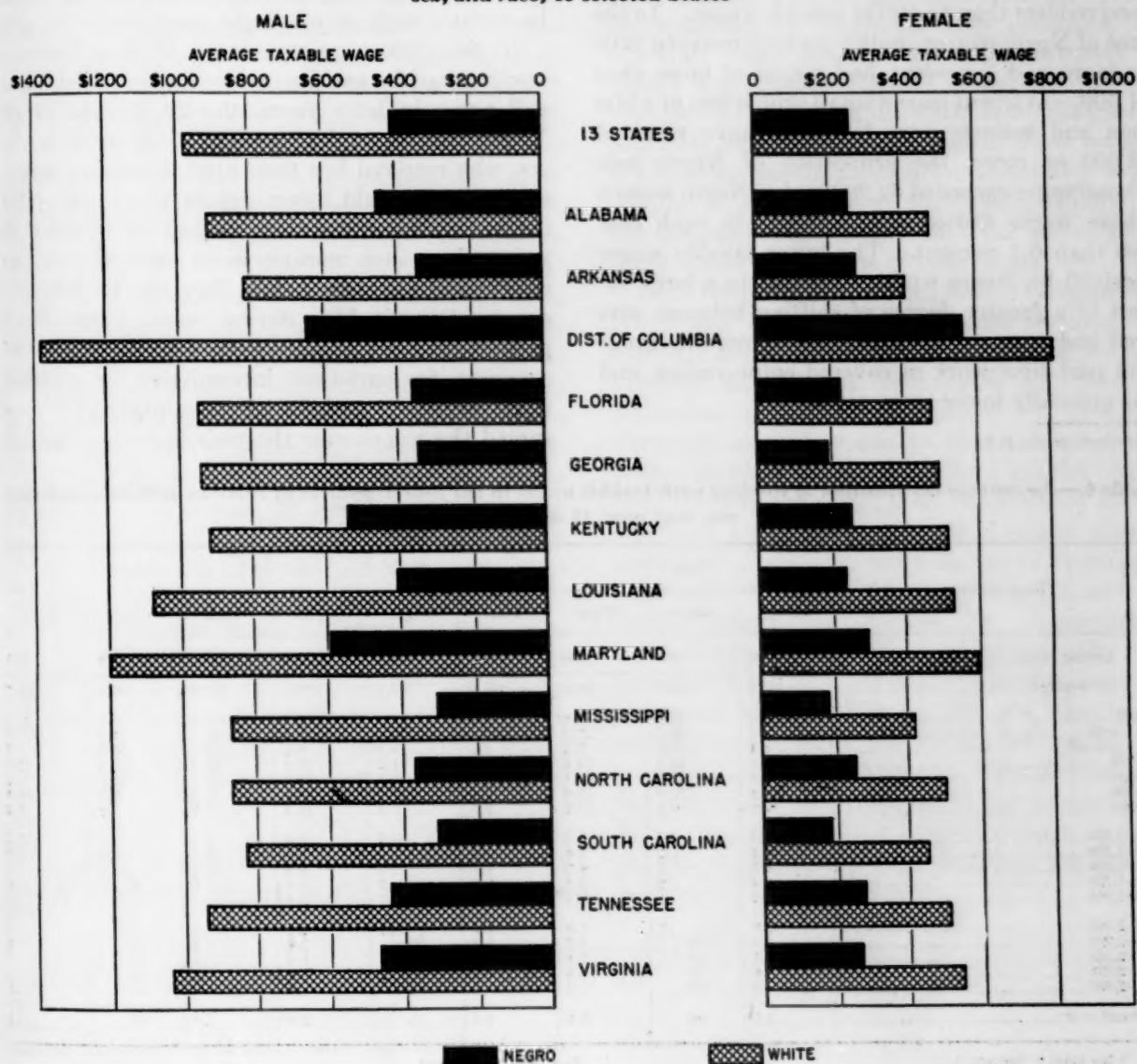
lowest—about \$300—in Mississippi and South Carolina, and for white men—\$816—in Arkansas. Mississippi had the lowest average—\$187—for Negro women and Arkansas—\$408—for white women (chart 5). The lowest average wage for white men was therefore greater than the highest averages received by any of the other groups of workers, and it was almost 5 times the lowest average for Negro women.

Distribution of Workers by Wage Interval

Striking differences in total annual taxable wages received by Negro and white workers in

covered employment are also shown in the comparative percentage distributions of workers by \$200 wage intervals. In general, a disproportionately heavy concentration of Negro workers was found in the lower wage intervals (table 6). For example, 33 percent of all Negro men in the 13 States, but only 16 percent of all white men, received less than \$200 in taxable wages during the year. Similarly, 51 percent of all the Negro women, in contrast to 28 percent of all white women, were in this wage category. As a matter of fact, the heaviest concentration of all workers in the 13 States, both Negro and white, was in the

Chart 5.—Average annual taxable wage of workers with taxable wages in the fourth quarter of 1938, by State, sex, and race, 13 selected States



wage interval \$1-199. This concentration was also found for all the workers in the United States.⁶

A further analysis of this \$1-199 interval indicated that 20 percent of Negro men and 32 percent of Negro women in fact earned less than \$100 in taxable wages during the year, in contrast to 10 percent of white men and 18 percent of white women. This pattern was general for all 13 States, but the corresponding percentages were substantially higher in the lower southern States.

Approximately 77 percent of all Negro workers and 40 percent of all white workers received less than \$600; and 95 percent of all Negro workers as compared with 69 percent of all white workers received less than \$1,000 in taxable wages. In the case of Negro women, only 9 percent received \$600 or more and 1 percent had wages of more than \$1,000. While at least a small proportion of white men and women were found to have received \$3,000 or more, the proportion of Negro men whose wages exceeded \$2,200 and of Negro women whose wages exceeded \$1,600 was in each case less than 0.1 percent. The lower taxable wages received by Negro workers are due to a large extent to a greater degree of shifting between covered and noncovered employment, more irregular and part-time work in covered employment, and the generally lower wage rates.

⁶ Corson, *op. cit.*, p. 3.

Taxable Wages and Insured Status

Since the major factor determining insured status of covered workers is the number of quarters of coverage they are able to accumulate, their earnings experience is of great significance in connection with their ability to qualify for insurance benefits, whether for themselves and their dependents or for their survivors. By definition, a "quarter of coverage" is a calendar quarter during which a worker received at least \$50 in wages for service rendered in an employment covered by the act. Therefore, employees who receive less than \$200 in taxable wages during a year could accumulate a maximum of 3 quarters of coverage for that year, while employees receiving less than \$100 a year could be credited with only a single quarter of coverage.

If the 1938 wage experience of these covered workers can be assumed to be indicative of what will occur in later years, the 22 percent of all Negro workers, and 12 percent of all white workers, who received less than \$100 in taxable wages during 1938 could never expect to acquire fully insured status unless they worked for at least 40 quarters of coverage before they can be fully insured. Conceivably, during some years these persons may not acquire even a single quarter of coverage, for part-time, intermittent, or seasonal work or short periods of unemployment may spread the wages over the year in such a fashion

Table 6.—Percentage distribution of workers with taxable wages in the fourth quarter of 1938,¹ by \$200 wage interval, sex, and race, 13 selected States

Wage interval	Total			Male			Female		
	Total	Negro	White	Total	Negro	White	Total	Negro	White
Average wage.....	\$736	\$388	\$839	\$827	\$413	\$974	\$483	\$255	\$519
All workers.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
\$1-199.....	23.2	35.8	19.6	20.5	33.1	16.0	31.1	51.0	27.9
1-99.....	14.4	22.0	12.2	12.4	20.8	9.6	20.1	32.2	18.2
100-199.....	8.8	13.8	7.4	8.1	12.9	6.4	11.0	18.8	9.7
200-399.....	14.7	22.7	12.3	13.3	21.9	10.3	18.4	26.8	17.1
400-599.....	14.8	18.2	13.7	13.5	19.2	11.5	18.1	12.9	19.0
600-799.....	12.9	12.4	13.0	12.6	13.4	12.3	13.6	6.7	14.7
800-999.....	9.1	6.0	10.1	9.5	6.8	10.4	8.2	1.8	9.2
1,000-1,199.....	6.4	2.8	7.5	7.2	3.2	8.6	4.4	.5	5.1
1,200-1,399.....	4.8	1.2	5.8	5.5	1.3	7.0	2.7	.2	3.0
1,400-1,599.....	3.5	.5	4.3	4.2	.6	5.5	1.4	.1	1.6
1,600-1,799.....	2.4	.2	3.1	3.1	.3	4.0	.7	(¹)	.8
1,800-1,999.....	2.2	.1	2.7	2.7	.1	3.7	.5	(¹)	.6
2,000-2,199.....	1.5	.1	1.9	1.9	.1	2.6	.3	(¹)	.3
2,200-2,399.....	1.0	(¹)	1.3	1.3	(¹)	1.8	.2	(¹)	.2
2,400-2,599.....	.8	(¹)	1.1	1.1	(¹)	1.4	.1	(¹)	.1
2,600-2,799.....	.6	(¹)	.8	.8	(¹)	1.1	.1	(¹)	.1
2,800-2,999.....	.4	(¹)	.6	.6	(¹)	.8	(¹)	(¹)	.1
3,000 and over.....	1.7	(¹)	2.2	2.2	(¹)	3.0	.2	(¹)	.2

¹ See table 3, footnote 1.

Less than 0.05 percent.

that not as much as \$50 will be received during any one quarter. Such irregular employment would also affect, though not to the same extent, workers who received more than \$100 during a year, especially those receiving less than \$200.

To be currently insured for the benefits payable to a widow who has the worker's child or children in her care and to such children, a worker must have received at least \$50 during each of any 6 calendar quarters out of the 12 immediately preceding the quarter in which he died. Obviously, a worker who does not receive at least \$100 a year in taxable wages—and of such an amount at least \$50 in each of 2 quarters—cannot obtain currently insured status. As has been pointed out, this protection is especially needed by Negro workers, among whom many deaths occur at ages when there are likely to be children in need of parental support. It seems clear, however, that among the large group who received less than \$200 in 1938, there are many who can become currently insured and obtain such protection for their survivors only if their covered employment is greater in duration or more remunerative in future years.

While some workers who receive less than \$200 in taxable wages during a year will be likely to accumulate a sufficient number of quarters of coverage to acquire fully insured status and qualify for primary benefits, annual taxable wages of less than \$200 will preclude the addition to the basic benefit amount of the 1-percent increments allowed in the formula for each year during which a beneficiary received at least \$200 in taxable wages. It is clear from the 1938 wage data that a substantially larger proportion of Negro than of white beneficiaries would suffer such a loss. The concentration of Negro workers in the lower wage intervals will result in relatively smaller benefits for those who actually qualify for benefits and in a relatively smaller number of beneficiaries among workers who have had some covered employment.

In Summary

It is clear that Negro workers are at a disadvantage with respect to the old-age and sur-

vivors insurance program, primarily because of three major factors: employment excluded from coverage; mortality rates; and amounts of earnings in covered employment.

With respect to the first factor, Negro men are affected adversely somewhat more seriously than white men, and the large majority of Negro women in the labor force are eliminated at the outset from participation in the program by reason of their principal employment as domestic workers in private homes—an employment specifically excluded from coverage. The extension of coverage to domestic service, and to agricultural and other employments now excepted, would at least make possible their participation in the program.

With respect to the second factor, the shorter life span among Negro workers precludes, for relatively more individuals, an opportunity to qualify for primary benefits at age 65. In the younger age groups, on the other hand, the greater mortality among Negro than among white workers would make benefits possible for a relatively larger number of Negro widows with young children, if the deceased wage earners have had currently insured status at the time of their death.

With reference to the third factor, the generally low wages among Negro covered workers will seriously affect their ability to qualify for primary benefits, and in numerous cases will preclude protection of families, since many will not have currently insured status at the time of death. Negro married women work to a greater extent than do white women; such continuance in employment after marriage, while generally necessitated by the relatively lower income of Negro men, may make it possible for them to build up wage credits toward their own benefits. Nevertheless, it would appear that in fact a double penalty may be suffered by Negro workers in covered employment and their families in that the duration of covered employment and the amounts of taxable wages will often be such as to make it impossible for individuals to qualify under the present eligibility requirements for either old-age benefits or, on occasion, for the benefits payable to survivors.

The Administration of General Relief in the States During 1940

DOROTHY R. BUCKLIN AND ALDEN J. TESKE*

DURING 1940, persons in need of general relief in the United States received assistance which varied greatly in kind and adequacy, depending upon the State and even the locality in which they sought aid. The diversity in the type and amount of care provided was the inevitable result of the highly decentralized system under which general relief is administered. More than 10,000 local units throughout the country administer the program. State participation in financing or administering general relief is extremely limited or nonexistent in many States. During 1940, in one-fourth of the States, the State government provided no financial support, and in several others the extent of financial participation was very small. In slightly less than one-fourth of the States, the program was administered entirely by the localities without supervision by a State agency. General relief is administered in a substantial number of States by State and local agencies also administering old-age assistance, aid to dependent children, and aid to the blind. Even in these States, however, the State agencies as a rule exercise less supervision over general relief than over the three special types of public assistance.

Entire responsibility for the administration of general relief was returned to the States and localities at the beginning of 1936 after a brief period of Federal participation in the program. From May 1933 until the end of 1935 general relief had been financed largely from Federal funds, administered by State emergency relief administrations under the supervision of the Federal Emergency Relief Administration. With the inauguration of the Works Program in the second half of 1935, the Federal Government announced its intention of withdrawing from participation in general relief, and final grants-in-aid were determined by December 1935. Employable persons cared for by the State ERA's were to have been employed under the Works Program, and unemployable cases

were turned back to the States and localities. With the withdrawal of Federal financial support, substantial changes occurred in the States in the administration of general relief. In some States the program reverted to the old poor-law basis; in others, the gains in administrative organization made during the FERA period were held, in some measure at least.

Information on certain characteristics of organization for the administration of general relief in the several States¹ is presented in the following discussion and in table 1. Although the data relate to January 1940, they are believed to be substantially correct for the whole year.

Local Administrative Units

In 1940, general relief in the continental United States was administered by more than 10,000 local units, many of which were authorized to determine the existence and extent of need without supervision by a State agency. A few of these local units were branch offices of State agencies; some were county welfare departments or county governing bodies. The great majority, however, were minor civil divisions—cities, villages, and towns—which derive their authority for the administration of general relief from long outmoded poor laws.

Administration by these minor civil divisions was concentrated in 12 States.² In all the New England States except New Hampshire, and in Indiana and New Jersey these minor civil divisions were the only type of local unit responsible for general relief. In Minnesota, New York, and Wisconsin a substantial number of county welfare departments also administered general relief; and in some counties of Illinois, the county governing body was the responsible authority.

In the great majority of States—36—the predominant form of organization was a unit with county-wide jurisdiction; i. e., a county department

* Bureau of Public Assistance. Prepared from preliminary tabulations of data relating to January 1940, supplied by State public welfare agencies. More detailed analyses of the data are now in process and will be released by the Social Security Board during 1941.

¹ The District of Columbia is not included in the discussion. A large part of the discussion does not apply to the particular governmental organization in the District.

² Connecticut, Illinois, Indiana, Maine, Massachusetts, Minnesota, New Hampshire, New Jersey, New York, Rhode Island, Vermont, and Wisconsin.

of public welfare and/or the county governing body, such as a county board of supervisors. It should be noted, however, that in some States members of the county governing body acted not as a single unit, but as individuals, each of whom administered relief in a specified area within the county.

A county department of public welfare was the only type of local administrative unit in all counties in 14 States,³ and in most counties in 6 additional States.⁴ County departments of public welfare administered general relief in some counties of Georgia and Iowa, and in other counties the county governing body performed this function. Both a county department of public welfare and the county governing body administered the program in a majority of the counties in 4 States—Arkansas, Idaho, Missouri, and New Mexico. In California, a county welfare department in each county provided aid to unemployable cases; branch offices of a State agency, some with county-wide and others with more than county-wide jurisdiction, administered relief to employable cases.

The county governing body was the only type of local general relief organization in South Dakota, and the most common type in 7 other States.⁵ In a few counties in Nevada, a State program for employable cases was administered through the county WPA office concurrently with the county program for unemployable cases administered by the county governing body. In most counties in Oklahoma, a county governing body served both employable and unemployable cases; branch offices of the State Board of Public Welfare administered relief in all counties, but only to unemployable cases.

In the one remaining State, Delaware, the general relief program was administered by the State agency through branch intake offices in two counties and directly by the State agency in the county in which the State office is located.

State Participation in Administration

The degree of State participation in the administration of general relief in 1940 ranged from complete control of the policies and practices of the local units to the exercise of only fiscal controls or intermittent supervision. Where State finan-

cial participation in the general relief program was relatively extensive, State participation in administration tended to be comparatively great. Where there was little or no State financial participation, State supervision was extremely limited or nonexistent. Regardless of the amount of State financial participation, some supervision of general relief by a State agency usually existed if the local agencies administered the special types of public assistance as well as general relief.

A State agency exercised some degree of supervision over all or part of the general relief program in all but 10 States;⁶ none of these 10 States provided State funds for general relief. Broadly speaking, State supervision was most sustained and extensive in the 24 States⁷ in which (1) State funds were provided and (2) branch offices of a State agency or county departments of public welfare administered the program in all or most counties. It should be observed, however, that State supervision did not extend to that part of the program administered by the county governing body in some of these States. Close State supervision was maintained over the branch offices of the State agencies in 2 States, California and Oklahoma, but not over the county welfare departments in California or the county governing body in Oklahoma.

State supervision in the remaining 13 States with some form of local administrative unit was limited in various ways. Only cases lacking legal settlement in a locality fell within the purview of State supervision in Connecticut, Maine, and Massachusetts, whereas in Nevada and Rhode Island only the program for employable cases was State-supervised. Supervision in Illinois, New Jersey, New York, and Wisconsin was limited by the fact that not all local units received State funds for general relief and probably also by the multitude of local units to be supervised. In Minnesota, supervision was extended to county departments of public welfare but not to the numerous townships and villages which administered general relief. State supervision was minimal in Indiana and North Carolina, where no State funds were provided, and in Ohio.

³ Florida, Georgia, Kentucky, Mississippi, Nebraska, New Hampshire, South Dakota, Tennessee, Texas, and Vermont.

⁴ Alabama, Arizona, Arkansas, California, Colorado, Idaho, Iowa, Kansas, Louisiana, Maryland, Michigan, Missouri, Montana, New Mexico, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, Utah, Virginia, Washington, West Virginia, and Wyoming.

⁵ Alabama, Arizona, Colorado, Kansas, Montana, North Carolina, North Dakota, Oregon, Pennsylvania, South Carolina, Utah, Washington, West Virginia, and Wyoming.

⁶ Louisiana, Maryland, Michigan, Minnesota, Nebraska, and Virginia.

⁷ Florida, Kentucky, Mississippi, Nevada, Ohio, Tennessee, and Texas.

The general relief program was entirely State-administered in Delaware.

Agencies Administering General Relief and Special Types of Public Assistance

In 22 States,⁸ county departments of public welfare administering all or part of the general relief program also administered special types of public assistance, and in all but 3 of these States—California, North Carolina, and Virginia—a single State agency supervised the administration of all programs by the county departments. At the other extreme were 11 States⁹ in which there was no integration of administration at the local level of government. In Illinois, Indiana, New Jersey, and Oklahoma, the 4 States in this group which provided some State supervision of the general relief program, there also was no integration at the State level.

The situation fell between these two extremes in the remaining 15 States. In 9,¹⁰ there was integration of administration at the State level and in some or all of the local units. Administration was integrated only at the State level in 2 other States, Maine and Rhode Island. In Florida, Georgia, and Nebraska, where no State supervision was provided, general relief and the special types of public assistance were administered by the same staff in some local units. The executive head of the State old-age assistance agency in Delaware directed a staff engaged only in the administration of general relief.

State and Local Financial Responsibility

Throughout the year 1940, 36 States provided State funds for general relief. In 2 of these States—Arizona and Pennsylvania—no local funds were used. In 19,¹¹ local revenues were provided by the county only; in 10,¹² by both the county and some or all of the minor civil divisions; and in 5,¹³ by minor civil divisions only.

State financial participation in most States was

⁸ Alabama, Arizona, Arkansas, California, Colorado, Idaho, Kansas, Louisiana, Maryland, Missouri, Montana, New Mexico, North Carolina, North Dakota, Oregon, Pennsylvania, South Carolina, Utah, Virginia, Washington, West Virginia, and Wyoming.

⁹ Illinois, Indiana, Kentucky, Mississippi, New Hampshire, New Jersey, Oklahoma, South Dakota, Tennessee, Texas, and Vermont.

¹⁰ Connecticut, Iowa, Massachusetts, Michigan, Minnesota, Nevada, New York, Ohio, and Wisconsin.

¹¹ Arkansas, California, Colorado, Delaware, Idaho, Iowa, Kansas, Missouri, Montana, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Carolina, Utah, Washington, West Virginia, and Wyoming.

¹² Alabama, Illinois, Louisiana, Maryland, Michigan, Minnesota, New York, Ohio, Virginia, and Wisconsin.

¹³ Connecticut, Maine, Massachusetts, New Jersey, and Rhode Island.

subject to limitations imposed by law or by rule and regulation. The extent of State financial participation was governed, in general, by one or a combination of the following factors:

- (1) the relative fiscal ability and/or need of the local units;
- (2) the amount of local funds provided;
- (3) the type of case for which State funds could be used; i. e., unemployable or employable cases and cases without legal settlement in a locality within the State; and
- (4) the type of local administrative unit.

As a result of these limitations on the use of State funds, some local units in the 36 States providing State funds for general relief did not receive State aid. In January, State funds for general relief were granted to less than half the local units in 5 States;¹⁴ to a majority of the localities in 10 States;¹⁵ and to all local subdivisions in the 21 remaining States¹⁶ which provided State funds. The proportion that State funds comprised of total expenditures for assistance during 1939-40¹⁷ ranged from less than 25 percent in 5 States¹⁸ to 75 percent or more in 10 States.¹⁹

In January 1940, 12 States²⁰ assumed no responsibility for financing the general relief program. Funds were provided by some counties and by some or all cities and towns in 8 of these States.²¹ County funds were the only source of revenues in Nebraska and South Dakota, whereas in Indiana and Vermont the burden rested entirely on the cities and/or towns.

Variations in the volume of general relief given are reflected by data on amounts expended per inhabitant.²² Unfortunately, not even a rough estimate of the relative proportion of the total need for general relief which was met in each State can be made from the information now available. The wide variations from State to State in ex-

¹⁴ Idaho, Illinois, Iowa, Nevada, and Wisconsin.

¹⁵ Connecticut, Maine, Maryland, Massachusetts, Montana, New Jersey, New York, Rhode Island, South Carolina, and Washington.

¹⁶ Alabama, Arizona, Arkansas, California, Colorado, Delaware, Kansas, Louisiana, Michigan, Minnesota, Missouri, New Mexico, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Utah, Virginia, West Virginia, and Wyoming.

¹⁷ See the *Bulletin*, February 1941, p. 62, table 6.

¹⁸ Iowa, Massachusetts, Minnesota, Nevada, and Wisconsin.

¹⁹ Arizona, Arkansas, California, Illinois, Louisiana, Missouri, New Jersey, New Mexico, Pennsylvania, and Utah.

²⁰ Florida, Georgia, Indiana, Kentucky, Mississippi, Nebraska, New Hampshire, North Carolina, South Dakota, Tennessee, Texas, and Vermont.

²¹ Florida, Georgia, Kentucky, Mississippi, New Hampshire, North Carolina, Tennessee, and Texas.

²² See p. 41, table 1.

penditures per inhabitant for general relief strongly suggest, however, that the proportion of total need which is met also varies. Allowances for such differences as may exist in the relative

amounts of need and for differences in the costs of meeting these needs cannot account entirely for the disparities in State expenditures per inhabitant. Undoubtedly a far higher proportion of

Table 1.—Administration of general relief in the continental United States, by State, 1940

State	State agency with supervisory and/or financial responsibility for general relief	Type of local administrative agency				Supervision or administration of special types of public assistance by general relief agency at—		Source of funds			Predominant form of relief		
		County		City agencies	Township, town, village, plantation, or other	State level	Local level	State	Local			Cash	Kind
		Welfare department	Commissioners, supervisors, or other officials						County	City	Township, town, or village		
Alabama	State Department of Public Welfare	x				x	x	x	x	x		x	
Arizona	State Department of Social Security and Welfare	x				x	x	x				x	
Arkansas	State Department of Public Welfare	x	x			x	x	x	x			x	
California	State Relief Administration	x			1 x		2 x	x	x			x	
Colorado	State Department of Public Welfare	x				x	x	x	x			x	
Connecticut	State Office of Commissioner of Welfare			x	x	x	x	x		x	x		x
Delaware	State Old-age Welfare Commission				(5) (5)	x		x	x				x
Dist. of Columbia	District Board of Public Welfare					x		x				x	
Florida	None		x	x	4 x		3 x		x	x			x
Georgia	None	x	x	x			2 x		x	x		x	
Idaho	State Department of Public Welfare	x	x			x	2 x	x	x			x	
Illinois	Illinois Emergency Relief Administration		x	x	x			x	x	x	x		6 x
Indiana	State Unemployment Relief Commission				x						x		x
Iowa	State Department of Social Welfare	x	x			x	2 x	x	x				x
Kansas	State Department of Social Welfare					x	x	x	x				x
Kentucky	None		x	x					x	x			x
Louisiana	State Department of Public Welfare	x	x	x	x	x	2 x	x	x	x		x	
Maine	State Department of Health and Welfare			x	x	x		x		x	x		x
Maryland	State Department of Public Welfare	x	x	x		x	2 x	x	x	x		x	
Massachusetts	State Department of Public Welfare			x	x	x	x	x		x	x		x
Michigan	State Department of Social Welfare	x		x		x	7 x	x	x	x	x		8 x
Minnesota	State Division of Social Welfare	x		x	x	x	2 x	x	x	x	x		x
Mississippi	None		x	x				x	x	x	x		x
Missouri	State Social Security Commission	x	x			x	2 x	x	x				x
Montana	State Department of Public Welfare	x				x	x	x					x
Nebraska	None		x				2 x	x	x				x
Nevada	State Board of Relief, Work Planning, and Pension Control		x		x	x	x	x	x				x
New Hampshire	None		x	x	x				x	x	x		x
New Jersey	State Financial Assistance Commission 1			x	x			x		x	x		x
New Mexico	State Department of Public Welfare	x	x			x	2 x	x	x				x
New York	State Department of Social Welfare	x		x	x	x	2 x	x	x	x	x		10 x
North Carolina	State Board of Charities and Public Welfare	x				x	x		x	x			x
North Dakota	State Public Welfare Board	x				x	x	x	x				x
Ohio	State Department of Public Welfare		x	x		x	7 x	x	x	x			x
Oklahoma	State Board of Public Welfare		x		1 x			x	x			x	
Oregon	State Public Welfare Department	x				x	x	x	x				x
Pennsylvania	State Department of Public Assistance	x				x	x	x				x	
Rhode Island	State Department of Social Welfare			x	x	x		x		x	x		x
South Carolina	State Department of Public Welfare	x				x	x	x					x
South Dakota	None		x						x				x
Tennessee	None		x	x					x	x		x	
Texas	None		x	x	x					x	x		x
Utah	State Department of Public Welfare	x				x	x	x	x			x	
Vermont	None			x	x					x	x		x
Virginia	State Department of Public Welfare	x		x		x	x	x	x			x	
Washington	State Department of Social Security	x				x	x	x				x	
West Virginia	State Department of Public Assistance	x				x	x	x				x	
Wisconsin	State Department of Public Welfare	x	x	x	x	x	7 x	x	x	x		x	
Wyoming	State Department of Public Welfare	x				x	x	x	x			x	

¹ District office of State department.

² County welfare departments only; in Maryland, county welfare department and city of Baltimore; in New York, county welfare departments and some cities.

³ In Delaware, administered directly by the State agency; in District of Columbia, by the District agency.

⁴ District offices of the State Welfare Board, which is the State agency responsible for the administration of old-age assistance, aid to dependent children, and aid to the blind.

⁵ Only in counties in which general relief is administered by the district office of the State Welfare Board.

⁶ Except in the city of Chicago.

⁷ Only in some local agencies as follows: Michigan, 4 counties; Ohio, unknown number of counties; Wisconsin, 11 counties.

⁸ Except in the city of Detroit.

⁹ Municipal Aid Administration since June 1940.

¹⁰ Except in the city of New York.

total need was met in New York, which expended almost \$8.00 per inhabitant in 1940, than in Mississippi, where expenditures per inhabitant amounted to only \$.02. On the other hand, it would be impossible to say, on the basis of present information, whether Massachusetts, which expended \$4.67, or Connecticut, which expended \$3.23 per inhabitant, made the more nearly adequate provision in relation to the total need for general relief.

Variations in Administrative Practices

The present discussion of variations in administrative practice is limited to employable and unemployable cases and the form in which relief is given, i. e., cash or kind.

Employable and unemployable cases.—Both employable and unemployable cases received assistance under the general relief program in 39 States, but in at least 3 of these, practices with regard to assistance to employable cases varied considerably among the local units. In 24²³ of the 39 States, both State and local funds were used to provide aid to both types of cases. In California, Nevada, and Rhode Island, State funds for general relief were used entirely for aid to employable cases, and in California and Nevada local funds were used only for assistance to the unemployable group; in Rhode Island, local funds were used for both. Local funds were used for relief to both employable and unemployable cases in Oklahoma, and State funds were used for the latter group only. In 10 States,²⁴ relief was provided to both types of cases from local funds only, and in one—Pennsylvania—from State funds only. The items allowed in the relief budgets in these 39 States were, in general, the same for employable as for unemployable cases.

In 6 States,²⁵ relief to employable cases was given sporadically or on an emergency basis only. Relief to the employable group was allowed only during the winter months in Idaho, and only occasional grants were allowed in Mississippi and Nebraska. Usually the items allowed in the relief budgets of this group of States were the same for both employable and unemployable cases, but

in at least one State—Arizona—only food orders were allowed to employable cases.

Relief to employable cases was provided only in a few local units in Delaware and Louisiana. Aid was granted to employable cases in only one county in Delaware, and aid to employable cases in Louisiana was limited to one large urban county and a few cities and towns.

In only one State—South Carolina—was no relief given to employable cases.

Form of relief.—The majority of cases in 17 States²⁶ received relief in the form of cash, whereas in the 31 remaining States²⁷ relief in kind predominated. It should be noted that this classification is based on the form of relief granted the majority of cases in a State and that relief in kind may have been given extensively even in States where cash was the predominant form, and vice versa. For example, although cash payments predominated in Oklahoma and Rhode Island, an appreciable amount of relief in kind was granted. In Illinois, Michigan, and New York, on the other hand, relief in kind was the more common form of assistance except in the cities of Chicago, Detroit, and New York.

The form of relief was determined or influenced by State laws or regulations in 24 States. In 16 of these States,²⁸ a State agency either recommended or required that cash relief be granted to all or specified groups of cases. In addition, the State law in Montana specified cash unless relief in kind proved to be better for the recipient. Actually cash relief predominated in 14 of these 17 States—all except Kansas, Montana, and Washington. A State law or regulation in 7 States²⁹ either required or recommended that relief in kind be granted, and practice in all these States coincided with the law or regulation.

Of the 24 States in which decision was left entirely to the localities, only 3—Georgia, Tennessee, and West Virginia—granted cash relief to the majority of cases aided.

²³ Alabama, Colorado, Connecticut, Illinois, Iowa, Kansas, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New Mexico, New York, North Dakota, Ohio, Oregon, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

²⁴ Florida, Georgia, Indiana, Kentucky, New Hampshire, North Carolina, South Dakota, Tennessee, Texas, and Vermont.

²⁵ Arizona, Arkansas, Idaho, Mississippi, Missouri, and Nebraska.

²⁶ Alabama, Arizona, Arkansas, California, Georgia, Idaho, Louisiana, Maryland, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Tennessee, Utah, Virginia, West Virginia, and Wyoming.

²⁷ Colorado, Connecticut, Delaware, Florida, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, South Dakota, Texas, Vermont, Washington, and Wisconsin.

²⁸ Alabama, Arizona, Arkansas, California, Idaho, Kansas, Louisiana, Maryland, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Utah, Virginia, Washington, and Wyoming.

²⁹ Indiana, Iowa, Maine, Minnesota, Missouri, Nevada, and New Mexico.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE • DIVISIONS OF
OPERATING STATISTICS AND ANALYSIS AND PROGRAM STATISTICS AND RESEARCH

Expenditures per Inhabitant for the Special Types of Public Assistance and General Relief in 1940

In the United States the bulk of public assistance and relief, as distinguished from earnings under Federal work programs, is distributed under four programs administered by State and local governments: old-age assistance, aid to dependent children, aid to the blind, and general relief. In States administering the special types of public assistance under the Social Security Act, payments to recipients are financed in part from Federal funds. General relief payments, however, are financed entirely from State and/or local funds. Payments to recipients represent money payments, assistance in kind, and, for the first 8 months of the year, expenditures for medical care.¹ Excluded from the data on payments throughout the year are all costs of administration and of hospitalization and burial of recipients (table 1).

The total sums spent for the various types of assistance in the several States cannot be readily compared, because of the extreme differences in the size of State populations. State comparisons, therefore, are facilitated by expressing total payments in terms of the amount spent per inhabitant for each type of assistance (table 1 and chart 1).

In 1940 expenditures per inhabitant for old-age assistance in the continental United States amounted to \$3.61; for general relief, \$3.07; for aid to dependent children, \$1.01; and for aid to the blind, 18 cents. Underlying each of these national rates is wide variation from State to State. Expenditure rates for the individual States are influenced not only by the extent of need but also by other variable factors, such as State and local financial resources, eligibility requirements, administrative practices, and public attitudes toward the problem of dependency.

During 1940 old-age assistance was administered under the Social Security Act in all 49 jurisdictions in the continental United States.

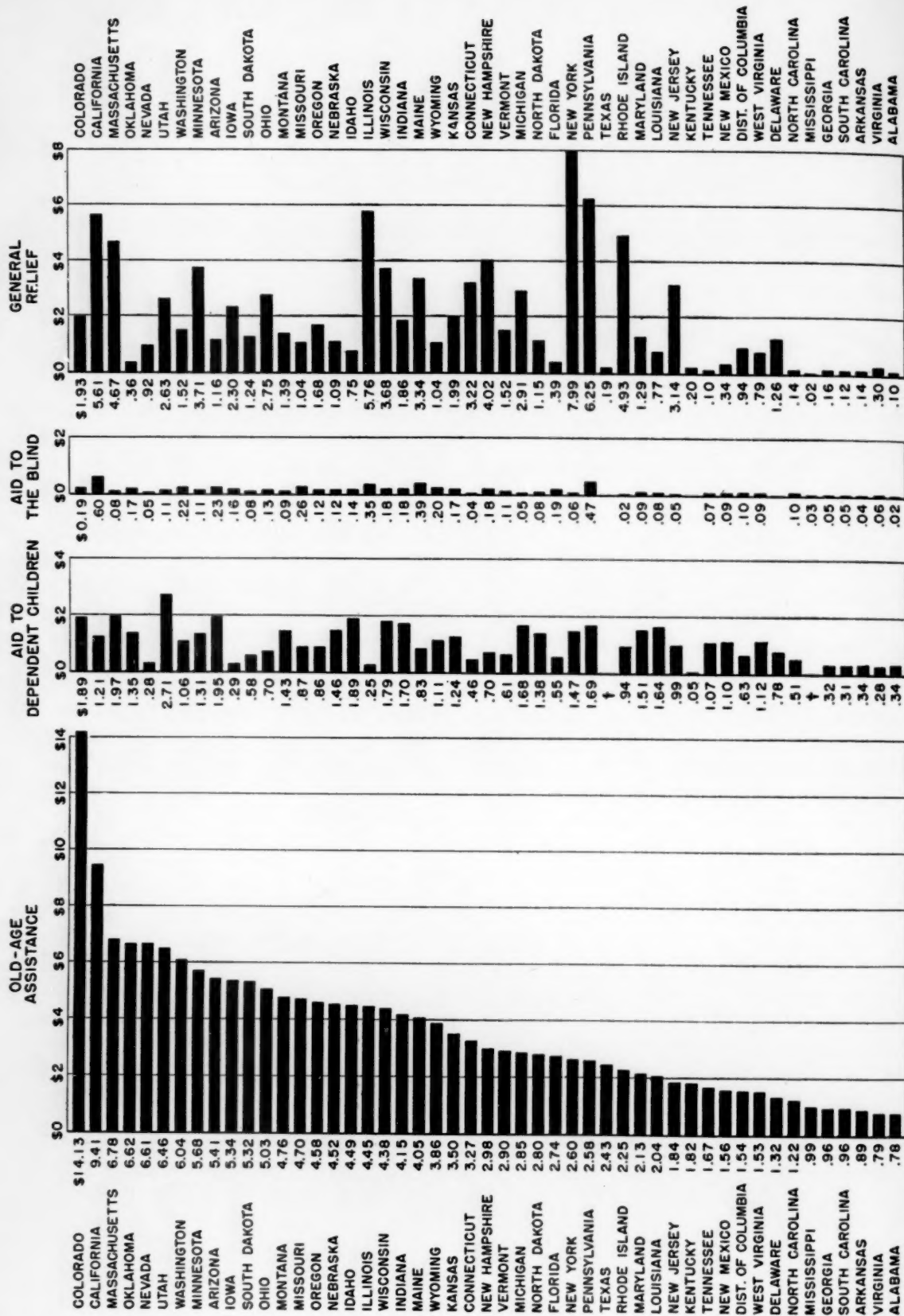
Expenditures per inhabitant ranged from 78 cents in Alabama to \$14.13 in Colorado, with a median rate of \$2.98. The expenditure rate for old-age assistance was larger than for any of the other three programs in all but 7 States, and in 34 States it exceeded the rate for the other programs combined.

Expenditures per inhabitant for general relief payments in 49 States ranged from 2 cents in Mississippi to \$7.99 in New York. The median rate of \$1.26 was markedly less than the national rate of \$3.07, because the latter was weighted heavily by the relatively larger expenditures in the more populous States. For the country as a whole, the rate for general relief was about five-sixths of that for old-age assistance, but in 29 States expenditures per inhabitant for general relief were less than half those for old-age assistance. Per inhabitant expenditures for general relief amounted to less than \$1 in 18 States; only 6 States spent less than \$1 per inhabitant for old-age assistance.

In 1940 aid to dependent children was administered under the Social Security Act in 42 States and under State laws without Federal participation in Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, and Texas. The amount per inhabitant expended in these 49 jurisdictions ranged from less than 1 cent in Mississippi and Texas to \$2.71 in Utah, with a median rate of 99 cents. The national expenditure rate for aid to dependent children was roughly two-sevenths of that for old-age assistance, but there were marked differences among the States in the relative amounts expended per inhabitant under these two programs. In 10 States the rate for aid to dependent children was more than half that for old-age assistance. The expenditure rate for aid to dependent children in the continental United States was only one-third that for general relief, but in 19 States the rate for aid to dependent children was larger.

¹ For discussion of change in content of data on payments under these programs that became effective September 1940, see the *Bulletin*, November 1940, pp. 58-63.

82 Chart 1.—Special types of public assistance and general relief: Amounts per inhabitant for payments to recipients in the continental United States, by State, 1940



† Less than 1 cent.

During 1940 assistance to the blind in the continental United States was administered under the Social Security Act in 42 States and under State laws without Federal participation in Illinois, Missouri, Nevada, and Pennsylvania. Expenditure rates in the 46 States making such

payments² ranged from 2 cents in Alabama and Rhode Island to 60 cents in California; the median rate of 10 cents was substantially lower than the 18-cent rate for all States as a group.

¹ No payments were made in 1940 in Delaware and Texas, and information on the status of the program in Kentucky is not available.

Table 1.—Payments to recipients of the special types of public assistance and to general relief cases in the continental United States and amount per inhabitant, by State, calendar year 1940¹

[Data reported by State agencies, corrected to Feb. 25, 1941]

Social Security Board region and State	Amount of payments to recipients (in thousands)				Amount per inhabitant ²			
	Old-age assistance	Aid to dependent children	Aid to the blind	General relief	Old-age assistance	Aid to dependent children	Aid to the blind	General relief
Total ³	\$475,003	\$133,219	\$21,827	\$403,693	\$3.61	\$1.01	\$0.18	\$3.07
Region I:								
Connecticut.....	5,584	780	70	5,509	3.27	.46	.04	3.22
Maine.....	3,427	704	331	2,830	4.05	.83	.39	3.34
Massachusetts.....	29,288	8,499	325	20,179	6.78	1.97	.08	4.67
New Hampshire.....	1,465	343	87	1,976	2.98	.70	.18	4.02
Rhode Island.....	1,606	671	13	3,518	2.25	.94	.02	4.93
Vermont.....	1,042	221	39	846	2.90	.61	.11	1.52
Region II:								
New York.....	35,109	19,781	857	107,734	2.60	1.47	.06	7.90
Region III:								
Delaware.....	352	207	198	337	1.32	.78	-----	1.26
New Jersey.....	7,639	4,130	198	13,068	1.84	.99	.05	3.14
Pennsylvania.....	25,523	16,772	4,695	61,916	2.58	1.60	.47	6.25
Region IV:								
District of Columbia.....	1,020	417	67	622	1.54	.63	.10	.94
Maryland.....	3,872	2,743	173	2,345	2.13	1.51	.09	1.29
North Carolina.....	4,345	1,819	351	487	1.22	.51	.10	.14
Virginia.....	2,113	757	154	807	.79	.28	.06	.30
West Virginia.....	2,919	2,133	168	1,512	1.53	1.12	.09	.79
Region V:								
Kentucky.....	5,190	138	(⁴)	578	1.82	.05	(⁵)	.20
Michigan.....	14,977	8,834	248	15,307	2.85	1.68	.05	2.91
Ohio.....	34,770	4,862	932	18,962	5.03	.70	.13	2.75
Region VI:								
Illinois.....	35,124	2,007	2,755	45,483	4.45	.25	.35	5.76
Indiana.....	14,224	5,842	608	6,384	4.15	1.70	.18	1.86
Wisconsin.....	13,749	5,608	562	11,550	4.38	1.79	.18	3.68
Region VII:								
Alabama.....	2,207	976	63	274	.78	.34	.02	.10
Florida.....	5,196	1,039	356	749	2.74	.55	.19	.39
Georgia.....	2,994	998	142	498	.96	.32	.05	.16
Mississippi.....	2,159	8	75	49	.99	(⁶)	.03	.02
South Carolina.....	1,820	581	98	225	.96	.31	.05	.12
Tennessee.....	4,877	3,114	215	298	1.67	1.07	.07	.10
Region VIII:								
Iowa.....	13,548	744	416	5,829	5.34	.29	.16	2.30
Minnesota.....	15,867	3,668	297	10,364	5.68	1.31	.11	3.71
Nebraska.....	5,949	1,924	164	1,435	4.52	1.46	.12	1.09
North Dakota.....	1,797	887	49	740	2.80	1.38	.08	1.15
South Dakota.....	3,423	373	50	800	5.32	.58	.08	1.24
Region IX:								
Arkansas.....	1,735	655	82	265	.89	.34	.04	.14
Kansas.....	6,310	2,232	314	3,577	3.50	1.24	.17	1.99
Missouri.....	17,781	3,281	996	3,923	4.70	.87	.26	1.04
Oklahoma.....	15,498	3,147	409	830	6.62	1.35	.17	.36
Region X:								
Louisiana.....	4,812	3,888	199	1,808	2.04	1.64	.08	.77
New Mexico.....	829	585	48	182	1.56	1.10	.09	.34
Texas.....	15,568	9	-----	1,235	2.43	(⁷)	-----	.19
Region XI:								
Arizona.....	2,701	975	115	577	5.41	1.95	.23	1.16
Colorado.....	15,877	2,119	211	2,165	14.13	1.89	.19	1.93
Idaho.....	2,356	990	74	393	4.49	1.80	.14	.75
Montana.....	2,662	800	52	780	4.76	1.43	.09	1.39
Utah.....	3,554	1,490	63	1,445	6.46	2.71	.11	2.63
Wyoming.....	969	279	49	262	3.86	1.11	.20	1.04
Region XII:								
California.....	64,992	8,389	4,134	38,768	9.41	1.21	.60	5.61
Nevada.....	729	31	5	102	6.61	.28	.05	.92
Oregon.....	4,964	935	136	1,827	4.58	.86	.12	1.68
Washington.....	10,491	1,544	382	2,643	6.04	1.06	.22	1.52

¹ Data represent money payments and assistance in kind and include also, for January–August, expenditures for medical care; exclude cost of administration and of hospitalization and burial. Figures are partly estimated and subject to revision.

² Based on total population as of Apr. 1, 1940, from the U. S. Bureau of the Census.

³ All amounts rounded; amount per inhabitant computed on unrounded data.

⁴ Represent payments from Federal, State, and local funds for programs

administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

⁵ Partly estimated.

⁶ Information on status of program not available.

⁷ Includes payments for medical care for May–August only.

⁸ Less than 1 cent.

⁹ Excludes payments for medical care for entire year.

Statistics for the United States, January 1941

Increase of 2.1 percent in public assistance and Federal work program earnings.—In January, total expenditures for public assistance and earnings under several Federal work programs in the continental United States amounted to \$222.2 million, an increase over December totals (table 1). These payments are estimated to have benefited 5.4 million households including 15.0 million persons, 1.4 and 1.5 percent more, respectively, than in the previous month (table 2).

Total expenditures less by 9.1 percent than in January 1940.—Smaller amounts were expended in January 1941 than in the same month of the previous year for subsistence payments by the FSA and for all the several Federal work programs except the NYA out-of-school work program.

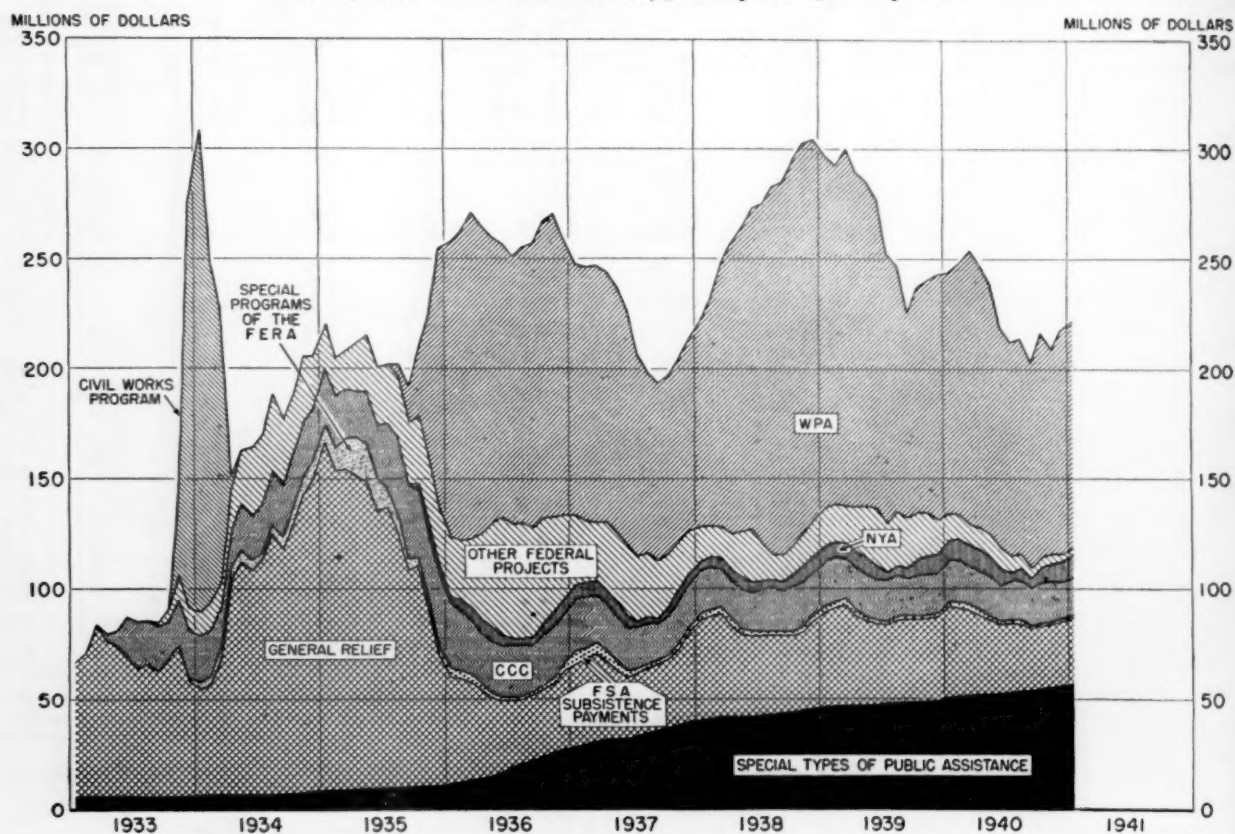
Federal Work Programs and FSA Payments

Increases in WPA, NYA, CCC, and FSA.—Total earnings on projects of the Work Proj-

ects Administration increased 1.2 percent to \$103.5 million in January; the number employed increased 1.8 percent to 1.9 million. Earnings under the out-of-school work program of the National Youth Administration were 22.2 percent larger than in December, and the number employed, 28.5 percent greater; the student work program declined 10.8 percent in earnings and 1.3 percent in employment. Civilian Conservation Corps earnings increased 4.9 percent to \$17.1 million and the number enrolled, 4.9 percent. Federal agency projects financed from emergency funds declined 23.3 percent and the number employed, 21.7 percent. Subsistence payments by the Farm Security Administration increased 40.3 percent.

Food stamp plan.—Data on the food stamp plan administered by the Surplus Marketing Administration of the U. S. Department of Agriculture are presented in table 3.

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–January 1941



Special Types of Public Assistance

Payments increase 1.7 percent from December.—

In January, payments for the 3 special types of public assistance in the continental United States, Alaska, and Hawaii totaled \$56.8 million, an increase of 1.7 percent over the December total (table 4). Of this total, 98.0 percent—\$55.8 million—was expended in States with plans approved by the Social Security Board. The remaining \$1.0 million represented payments under State laws without Federal participation.

Largest increase in aid to dependent children.—

Aid to dependent children increased 2.6 percent over the amount for December; payments for old-age assistance were greater by 1.6 percent, and for aid to the blind by less than 0.05 percent. In 43 States with plans approved by the Social Security Board, aid to dependent children totaling \$12.0 million was paid to 364,000 families in behalf of

883,000 children. These totals were larger than in the preceding month by 2.6, 1.7, and 2.0 percent, respectively (table 6). Old-age assistance, which is administered under approved plans in all 51 jurisdictions, amounted to \$42.6 million, paid to 2.1 million recipients. The 1.6-percent increase from December in payments for old-age assistance was accompanied by a rise of 0.4 percent in the number of recipients (table 5). In 43 States with plans for aid to the blind approved by the Social Security Board, the number of recipients and amount of payments each increased 0.2 percent from December to totals of 49,000 recipients and \$1.2 million (table 7).

*Sizable increases from January 1940.—*In States with plans approved by the Social Security Board, the number of recipients of old-age assistance in January 1941 was 8.2 percent greater than in January 1940. The number receiving aid to the

Table 1.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, January 1940–January 1941¹

[In thousands]

Year and month	Total ²	Assistance to recipients					Earnings of persons employed under Federal work programs ³					Earnings on regular Federal construction projects ¹¹
		Special types of public assistance ⁴			General relief ⁵	Subsistence payments certified by the Farm Security Administration ⁶	Civilian Conservation Corps ⁷	National Youth Administration ⁸		Work Projects Administration ⁹	Other Federal agency projects financed from emergency funds ¹⁰	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
1940 total	\$2,724,478	\$474,999	\$133,214	\$21,825	\$403,693	\$18,254	\$215,846	\$26,835	\$65,211	\$1,269,186	\$95,415	\$514,503
January	244,386	38,192	10,385	1,790	41,534	2,008	19,426	2,852	5,816	109,759	12,624	24,766
February	248,549	38,517	10,513	1,783	40,422	2,293	19,605	3,114	6,138	115,032	11,132	24,075
March	253,746	38,319	10,721	1,793	39,085	2,805	17,479	3,266	6,251	124,363	9,664	25,243
April	247,885	38,490	10,839	1,800	36,680	2,500	18,051	3,370	5,932	119,959	10,264	30,088
May	239,260	38,656	10,892	1,803	34,273	2,144	17,908	3,427	5,554	114,339	10,264	34,038
June	218,913	39,200	10,982	1,822	31,376	1,516	15,872	2,314	5,708	100,419	9,704	36,016
July	212,062	39,638	11,090	1,818	32,155	637	18,137	2	3,407	97,066	8,092	39,176
August	213,481	39,928	11,223	1,832	31,658	940	19,022	4	4,759	97,333	6,782	43,517
September	203,213	40,034	11,322	1,829	28,505	732	16,828	106	4,822	93,507	5,528	46,833
October	216,202	40,864	11,553	1,847	29,226	811	18,479	2,236	4,911	101,792	4,483	55,904
November	209,048	41,306	11,714	1,847	28,912	831	18,725	3,053	5,450	93,312	3,898	60,010
December	217,733	41,855	11,980	1,861	29,867	1,037	16,314	3,091	6,463	102,285	2,980	85,897
January 1941	222,235	42,518	12,291	1,862	30,541	1,455	17,110	2,757	7,901	103,514	2,286	103,028

¹ Data are partly estimated and subject to revision. Exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. For 1933–39, see the *Bulletin*, February 1941, pp. 66–68.

² Data exclude earnings on regular Federal construction projects. See footnotes 10 and 11.

³ Data represent payments from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Exclude cost of hospitalization and burial and, beginning with September 1940, of medical care.

⁴ Data exclude cost of hospitalization and burial and, beginning with September 1940, of medical care.

⁵ Data from the FSA; represent net amount of emergency grant vouchers certified to cases and value of commodities purchased by the FSA and distributed during month.

⁶ Data represent earnings of persons certified as in need and earnings of all other persons employed on projects operated under specified programs. Figures for the CCC include earnings of enrolled persons only.

⁷ Data estimated by the CCC by multiplying average monthly number of

persons enrolled by average of \$66.25 for each month. Average amount is based on amount of obligations incurred for cash allowances, for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁸ Data from the NYA; represent earnings during all pay-roll periods ended during month.

⁹ Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA and earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

¹⁰ Data from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on projects of Federal agencies, other than the CCC, NYA, and WPA, financed in whole or in part from emergency Federal funds; cover all pay-roll periods ended during month ended on 15th calendar day of specified month.

¹¹ Excluded from total; data from the Bureau of Labor Statistics, Division of Construction and Public Employment. Represent earnings on construction projects financed in whole or in part from regular Federal funds; cover all pay-roll periods ended during month ended on 15th calendar day of specified month.

blind increased 7.1 percent; and the numbers of families and children receiving aid to dependent children, 17.2 and 17.7 percent, respectively. Payments were greater by 12.2 percent for old-age assistance, 7.7 percent for aid to the blind, and 21.0 percent for aid to dependent children.

General Relief

Total payments for January greater than in December.—In January, payments for general relief from State and local funds to 1.3 million cases amounted to \$30.5 million, an increase of 2.3 percent over totals for December (table 1). The total number of cases in January in 40 States was 1.5 percent greater than in December, while payments were 2.4 percent larger (table 8).

Total relief payments less than in January 1940.—In the continental United States, total expenditures in January 1941 were smaller by 26.5 percent than in January 1940 (table 1).

Table 3.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, January 1940 and July 1940–January 1941¹

Month	Number of areas included ¹	Number of participants ²		Value of surplus-food stamps issued
		Cases	Persons	
1940				
January.....	30	196,648	569,200	\$1,176,843
July.....	99	533,077	1,566,600	3,514,640
August.....	124	661,494	1,916,500	4,501,090
September.....	137	706,077	2,072,100	4,633,288
October.....	165	705,401	2,213,800	5,229,838
November.....	209	843,381	2,541,100	5,782,318
December ⁴	231	921,025	2,821,600	6,587,993
1941				
January ⁴	246	961,642	2,986,700	7,027,393

¹ Data do not include persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

² An area represents a city, county, or group of counties.

³ Includes recipients of three special types of public assistance and of substance payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for one area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

⁴ Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

Table 2.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, January 1940–January 1941¹

(In thousands)

Year and month	Estimated unduplicated total ²		Recipients of assistance						Persons employed under Federal work programs ⁴					Persons employed on regular Federal construction projects ¹¹	
			Special types of public assistance ³				Cases receiving general relief ⁴	Cases for which subsistence payments were certified by the Farm Security Administration ⁵	Civilian Conservation Corps ⁷	National Youth Administration ⁸		Work Projects Administration ⁹	Other Federal agency projects financed from emergency funds ¹⁰		
	Old-age assistance	Aid to dependent children		Aid to the blind	Student work program	Out-of-school work program									
		Families	Children												
1940															
January	6, 145	17, 755	1, 922	325	783	70	1, 674	106	293	437	322	2, 203	110	209	
February	6, 221	18, 024	1, 926	329	792	70	1, 672	115	296	456	336	2, 293	92	203	
March	6, 188	17, 912	1, 932	334	804	70	1, 612	119	264	473	335	2, 294	85	221	
April	5, 981	17, 134	1, 942	338	814	71	1, 527	87	272	482	321	2, 125	85	254	
May	5, 741	16, 270	1, 953	342	823	71	1, 442	72	270	477	296	1, 963	84	284	
June	5, 383	15, 129	1, 967	346	831	72	1, 355	60	240	313	269	1, 734	81	312	
July	5, 058	14, 340	1, 986	349	840	72	1, 362	31	274	(12)	196	1, 639	68	329	
August	5, 100	14, 484	2, 001	353	849	72	1, 342	43	287	1	239	1, 684	52	343	
September	4, 992	14, 065	2, 016	356	858	72	1, 262	35	254	24	238	1, 673	43	389	
October	5, 202	14, 442	2, 034	360	865	72	1, 230	35	279	352	232	1, 743	34	454	
November	5, 279	14, 585	2, 051	363	873	73	1, 214	36	283	438	262	1, 771	29	612	
December	5, 364	14, 813	2, 066	370	890	73	1, 240	44	246	448	326	1, 826	23	710	
1941															
January	5, 439	15, 040	2, 075	376	907	73	1, 256	57	258	442	419	1, 858	18	718	

¹ Data are partly estimated and subject to revision. For 1933-39, see the *Bulletin*, February 1941, pp. 68-70.

² Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects. See footnotes 10 and 11.

³ Data represent recipients assisted from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Exclude recipients of hospitalization and/or burial only and, beginning with September 1940, of medical care only.

⁴ Data represent number aided during month. Exclude cases receiving hospitalization and/or burial only and, beginning with September 1940, medical care only.

⁵ Data from the FSA; represent net number of emergency grant vouchers certified to cases and number of cases receiving commodities purchased by the FSA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

⁶ Data represent persons certified as in need and all other persons employed on projects operated under specified programs; exclude administrative employees. Data for the CCC include enrolled persons only.

⁷ Data are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily reports.

⁸ Data from the NYA; represent number of persons employed during month.

⁹ Data from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and persons employed on Federal agency projects financed by transfer of WPA funds.

¹⁰ Data from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed during month ended on 15th calendar day of specified month on projects of Federal agencies, other than the CCC, NYA, and WPA, financed in whole or in part from emergency Federal funds.

¹¹ Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics, Division of Construction and Public Employment. Represent average weekly number of persons employed during month ended on 15th calendar day on projects financed in whole or in part from regular Federal funds.

¹² Less than 500 persons.

Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–January 1941

[Average month 1936=100]

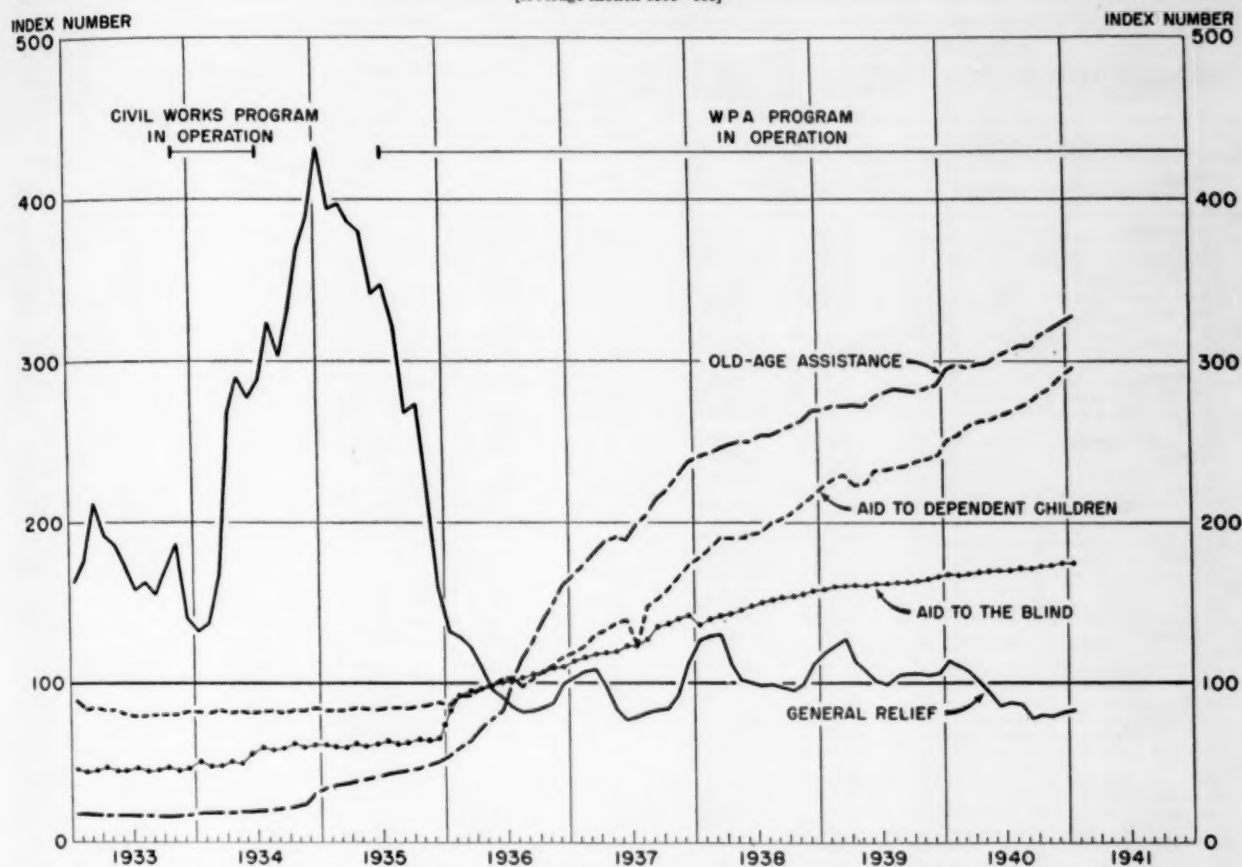


Table 4.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, January 1940–January 1941¹

[Data reported by State agencies, corrected to Feb. 15, 1941]

Year and month	Number of recipients ²				Amount of payments to recipients ²			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
1940 total.....					\$618, 813, 366	\$475, 752, 218	\$129, 675, 057	\$13, 386, 091
January.....	1, 924, 666	311, 775	753, 699	45, 061	49, 402, 377	38, 248, 912	10, 073, 662	1, 079, 803
February.....	1, 929, 490	315, 758	763, 076	46, 271	49, 867, 534	38, 574, 548	10, 207, 883	1, 085, 103
March.....	1, 935, 232	320, 654	774, 566	46, 503	49, 883, 915	38, 378, 404	10, 413, 612	1, 091, 899
April.....	1, 944, 950	325, 345	784, 877	46, 853	50, 189, 742	38, 580, 408	10, 539, 353	1, 099, 981
May.....	1, 956, 614	329, 192	793, 303	47, 160	50, 413, 386	38, 717, 600	10, 689, 750	1, 106, 036
June.....	1, 970, 507	333, 017	801, 750	47, 558	51, 067, 838	39, 263, 252	10, 686, 141	1, 118, 445
July.....	1, 989, 167	336, 288	811, 170	47, 812	51, 612, 180	39, 701, 860	10, 791, 455	1, 118, 865
August.....	2, 003, 926	339, 645	820, 556	48, 106	52, 041, 767	39, 992, 831	10, 920, 904	1, 128, 032
September.....	2, 019, 619	343, 362	829, 044	48, 302	52, 253, 566	40, 099, 450	11, 028, 855	1, 125, 261
October.....	2, 037, 385	346, 545	836, 280	48, 548	53, 322, 172	40, 930, 351	11, 255, 167	1, 136, 654
November.....	2, 054, 396	352, 136	848, 429	48, 836	53, 971, 314	41, 372, 613	11, 452, 926	1, 145, 775
December.....	2, 069, 704	358, 384	865, 128	49, 015	54, 787, 575	41, 921, 989	11, 715, 340	1, 150, 237
1941								
January.....	2, 078, 438	364, 338	882, 682	49, 104	55, 761, 980	42, 585, 136	12, 024, 615	1, 152, 229

¹ Data relate to programs administered under State plans approved by the Social Security Board and programs under State laws without Federal participation administered concurrently with similar programs under approved plans. For February 1936–December 1937, see the *Bulletin*, July 1939, p. 52; for January 1938–December 1939, see the *Bulletin*, February 1941, p. 74.

² For January–August 1940 represents recipients of money payments, assistance in kind, and/or medical care, and for September 1940 and thereafter recipients of money payments and/or assistance in kind. Excludes recipients of hospitalization and/or burial only.

after recipients of money payments and/or assistance in kind. Excludes recipients of hospitalization and/or burial only.

³ Represents obligations incurred for the month from Federal, State, and local funds; for January–August 1940 represents money payments, assistance in kind, and payments for medical care, and for September 1940 and thereafter money payments and assistance in kind. Excludes cost of administration, hospitalization, and burial.

Table 5.—Old-age assistance in States with plans approved by the Social Security Board, by State, January 1941

[Data reported by State agencies, corrected to Feb. 15, 1941]

Social Security Board region and State	Number of recipients ¹	Amount of payments to recipients ²	Average payment per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over ³
				December 1940 in—		January 1940 in—		
				Number of recipients	Amount of payments	Number of recipients	Amount of payments	
Total.....	2, 078, 438	\$42, 585, 136	\$20. 49	+0. 4	+1. 6	+48. 2	+12. 2	236
Region I:								
Connecticut.....	17, 493	492, 405	28. 15	— . 2	+ . 4	+3. 6	+7. 6	137
Maine.....	13, 086	272, 292	20. 81	—1. 0	—1. 1	—7. 1	—6. 8	164
Massachusetts.....	86, 977	2, 514, 613	28. 91	+ . 2	—1. 0	(⁴)	+5. 9	237
New Hampshire.....	6, 673	142, 620	21. 37	+1. 0	+1. 4	+38. 6	+43. 3	139
Rhode Island.....	6, 974	139, 665	20. 03	+ . 2	+ . 5	+2. 9	+7. 3	128
Vermont.....	5, 183	85, 825	16. 56	—1. 1	— . 8	—6. 5	—1. 1	152
Region II:								
New York.....	121, 303	3, 034, 018	25. 01	+ . 5	+ . 8	+5. 2	+8. 4	133
Region III:								
Delaware.....	2, 490	28, 431	11. 42	—1. 6	—1. 6	(⁴)	+ . 2	119
New Jersey.....	31, 327	659, 394	21. 05	— . 3	— . 1	+3. 8	+7. 3	113
Pennsylvania.....	100, 302	2, 193, 937	21. 87	+ . 3	— . 1	+12. 1	+13. 0	149
Region IV:								
District of Columbia.....	3, 449	87, 824	25. 46	+ . 9	+ . 9	+4. 2	+5. 5	96
Maryland.....	18, 159	322, 803	17. 78	— . 5	— . 4	—1. 3	+ . 9	148
North Carolina.....	36, 988	374, 706	10. 13	(⁷)	+ . 1	+5. 6	+6. 8	246
Virginia.....	19, 785	197, 027	9. 96	+ . 7	+ . 8	+20. 9	+24. 8	130
West Virginia.....	18, 515	260, 167	14. 05	— . 6	— . 1	+7. 5	+19. 9	215
Region V:								
Kentucky.....	54, 134	483, 369	8. 93	— . 4	— . 3	+19. 9	+23. 6	287
Michigan.....	78, 721	1, 322, 331	16. 80	+1. 2	+1. 4	+2. 7	+4. 6	239
Ohio.....	134, 548	3, 094, 585	23. 00	+ . 4	+ . 5	+7. 7	+8. 5	252
Region VI:								
Illinois.....	142, 702	3, 169, 888	22. 21	+ . 5	+1. 2	+2. 2	+12. 5	252
Indiana.....	67, 275	1, 222, 298	18. 17	+ . 1	+ . 4	+1. 8	+5. 2	236
Wisconsin.....	53, 485	1, 208, 783	22. 60	+ . 3	+ . 7	(⁴)	+12. 1	221
Region VII:								
Alabama.....	20, 215	185, 903	9. 20	+ . 1	— . 8	+9. 1	+5. 9	171
Florida.....	37, 785	476, 480	12. 61	+ . 3	+1. 1	+8. 0	+16. 1	291
Georgia.....	41, 082	340, 020	8. 28	+6. 0	+7. 0	+53. 9	+59. 1	275
Mississippi.....	25, 564	220, 272	8. 62	+1. 6	+1. 9	+28. 2	+46. 0	225
South Carolina.....	17, 304	136, 287	7. 88	— . 6	—1. 0	—11. 0	—12. 4	247
Tennessee.....	40, 173	406, 164	10. 11	— . 3	— . 2	—1. 3	— . 9	266
Region VIII:								
Iowa.....	56, 497	1, 172, 997	20. 76	+ . 1	+ . 3	+4. 9	+7. 9	249
Minnesota.....	62, 918	1, 332, 163	21. 17	— . 2	— . 2	—1. 1	+ . 8	296
Nebraska.....	28, 550	552, 075	19. 34	— . 1	+ . 1	+4. 4	+7. 3	269
North Dakota.....	9, 011	151, 562	16. 82	+1. 0	+1. 2	+1. 2	—3. 8	236
South Dakota.....	14, 926	287, 436	19. 26	— . 1	— . 3	+4. 5	+10. 2	344
Region IX:								
Arkansas.....	25, 442	199, 032	7. 82	+1. 3	+ . 6	+39. 9	+82. 4	296
Kansas.....	28, 149	567, 955	20. 18	+ . 3	+1. 0	+7. 3	+12. 4	223
Missouri.....	109, 140	1, 949, 008	17. 86	+ . 7	+20. 3	+37. 7	+49. 0	336
Oklahoma.....	75, 310	1, 346, 048	17. 87	+ . 4	+ . 5	+6. 7	+8. 5	522
Region X:								
Louisiana.....	34, 511	443, 189	12. 84	+ . 6	+2. 4	+10. 5	—1. 3	352
New Mexico.....	4, 889	84, 433	17. 27	— . 4	+ . 2	+19. 2	+51. 3	283
Texas.....	120, 863	1, 682, 215	13. 92	+ . 3	+1. 4	+ . 8	+57. 5	350
Region XI:								
Arizona.....	8, 548	239, 622	28. 03	+ . 6	+ . 6	+8. 9	+14. 1	355
Colorado.....	41, 864	1, 451, 991	34. 68	(⁷)	+9. 6	+4. 2	— . 8	460
Idaho.....	9, 123	204, 666	22. 43	+ . 1	+ . 3	+4. 7	+9. 3	287
Montana.....	12, 266	239, 074	19. 49	+ . 4	+2. 7	+ . 5	+8. 6	350
Utah.....	13, 692	309, 484	22. 60	+ . 2	+ . 3	—1. 2	+6. 0	453
Wyoming.....	3, 461	82, 749	23. 91	— . 1	— . 1	+3. 8	+6. 3	298
Region XII:								
California.....	151, 740	5, 744, 940	37. 86	+ . 5	+ . 5	+12. 6	+12. 2	276
Nevada.....	2, 303	61, 219	26. 58	— . 6	— . 4	+1. 3	+1. 1	344
Oregon.....	19, 759	422, 099	21. 36	+ . 7	+ . 5	—3. 7	—3. 6	213
Washington.....	40, 419	921, 613	22. 80	+ . 4	+ . 9	+3. 4	+6. 9	284
Territories:								
Alaska.....	1, 560	44, 128	28. 29	+1. 0	+1. 3	+16. 9	+18. 4	380
Hawaii.....	1, 805	23, 031	12. 76	— . 2	—1. 8	+5. 7	+17. 2	140

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

³ Population 65 and over as of Apr. 1, 1940, estimated from 5-percent sample by the U. S. Bureau of the Census.

⁴ Comparison for 48 States; excludes Delaware, Massachusetts, and Wisconsin for which data on both recipients and payments are not comparable.

⁵ Adjusted for payments covering 2 or more eligible individuals.

⁶ Comparable data not available.

⁷ Increase of less than 0.05 percent.

⁸ Includes \$124,777 incurred for payments to 3,593 persons 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

Table 6.—Aid to dependent children in States with plans approved by the Social Security Board, by State, January 1941

[Data reported by State agencies, corrected to Feb. 15, 1941]

Social Security Board region and State	Number of recipients ¹		Amount of payments to recipients ²	Average payment per family	Percentage change from—					
					December 1940 in—			January 1940 in—		
	Families	Children ³			Number of recipients		Amount of payments	Number of recipients		Amount of payments
					Families	Children		Families	Children	
Total.....	364,338	4 882,682	\$12,024,615	\$33.00	+1.7	+2.0	+2.6	+17.2	+17.7	+21.0
Region I:										
Maine.....	1,598	4,036	62,958	39.40	+8	+4	+1.6	+11.0	+10.8	+14.8
Massachusetts.....	12,616	31,269	742,755	58.87	+9	+7	-7	(⁶)	(⁶)	+8.9
New Hampshire.....	615	1,525	27,681	45.01	-8	-1.6	-1.9	+5	-4.9	+6.0
Rhode Island.....	1,298	3,703	59,596	45.91	+1.6	+2.5	+1.6	+10.9	+16.7	+10.3
Vermont.....	624	1,740	20,292	32.52	+1.6	+6	+5	+27.9	+22.5	+32.5
Region II:										
New York.....	34,284	67,382	1,601,242	46.71	-6	-7	-1.0	-5.9	-6.5	-9.7
Region III:										
Delaware.....	581	1,609	19,569	33.68	+1.2	+2.2	+2.5	+15.7	+24.3	+23.6
New Jersey.....	11,181	25,250	350,392	31.34	-1	+1	+2	+2.9	+5.8	+7.1
Pennsylvania.....	53,596	132,645	1,960,519	36.58	+9.9	+12.5	+10.8	+72.9	+87.0	+79.7
Region IV:										
District of Columbia.....	943	2,825	35,920	38.09	-1	+7	+1.0	+3.7	+4.9	+5.7
Maryland.....	7,046	18,975	221,252	31.40	-1	+2	-1.2	-3.9	-4.2	-4.9
North Carolina.....	9,736	23,716	163,402	16.78	+8	+4	+9	+16.2	+10.5	+24.2
Virginia.....	3,987	11,963	81,125	20.35	+2.1	+2.2	+2.1	+90.8	+76.9	+88.1
West Virginia.....	8,667	23,519	203,270	23.45	+7	+4	+1.0	+18.9	+14.4	+36.8
Region V:										
Michigan.....	20,329	48,773	826,868	40.67	+9	+6	+1.3	+22.3	+16.6	+33.5
Ohio.....	11,330	30,781	450,192	39.73	+2	+1	-1	+13.3	+9.7	+17.4
Region VI:										
Indiana.....	17,331	35,594	494,210	28.52	-1	-1	(⁷)	+1.3	+1.1	+4.0
Wisconsin.....	12,646	28,742	478,140	37.81	+4	+5	+6	(⁹)	(⁹)	+6.9
Region VII:										
Alabama.....	5,881	17,285	80,586	13.70	+5	+1.6	+1.1	+6.1	+5.8	+2.0
Florida.....	4,334	10,822	95,051	21.93	-6	-7	+3	+7.4	+3.2	+13.4
Georgia.....	4,821	12,199	105,433	21.87	+5.5	+5.1	+7.3	+24.1	+20.3	+34.5
South Carolina.....	3,056	9,069	49,961	16.35	+1.7	+1.1	+2.0	-2.8	-3.5	-1.7
Tennessee.....	14,379	36,232	266,270	18.52	(¹⁰)	-2	(⁷)	+7.9	+5.2	+8.6
Region VIII:										
Minnesota.....	9,260	21,991	320,508	34.61	+9	+8	+1.0	+10.8	+9.0	+9.3
Nebraska.....	5,747	12,767	180,669	31.44	+9	+9	+1.0	+9.6	+7.9	+9.0
North Dakota.....	2,456	6,794	76,362	31.09	+1.0	+1.1	+1.3	+8.3	+7.3	+6.6
South Dakota.....	992	2,221	23,148	23.33	-36.2	-36.4	-19.2	(¹²)	(¹²)	(¹²)
Region IX:										
Arkansas.....	6,255	15,865	85,645	13.69	+2.3	+2.4	+1.8	+56.8	+45.8	+164.2
Kansas.....	6,514	15,297	195,789	30.06	+5	+8	+8	+6.1	+10.2	+11.7
Missouri.....	13,179	30,944	303,563	29.86	(¹⁰)	-4	+23.7	+33.1	+32.7	+69.9
Oklahoma.....	19,287	44,084	283,587	14.70	+3	+4	+6	+10.3	+9.5	+32.6
Region X:										
Louisiana.....	14,958	40,954	388,753	25.99	+2.0	+1.9	+4.0	+23.1	+19.2	+22.7
New Mexico.....	2,074	5,927	54,542	26.30	+3	+2	+7	+17.8	+15.4	+23.2
Region XI:										
Arizona.....	2,502	7,202	81,095	32.41	-5	+1	-4	+8	+4.7	+1.5
Colorado.....	6,331	15,469	191,780	30.29	+1.7	+1.8	+1.8	+20.6	+19.6	+21.8
Idaho.....	2,969	7,425	88,180	29.70	+9	+1.4	+1.5	+8.8	+12.3	+16.8
Montana.....	2,522	6,149	73,014	28.95	+1.4	+1.5	+2.5	+11.5	+12.9	+15.0
Utah.....	3,820	9,899	144,073	37.72	+9	+1.5	-2	+15.8	+24.5	+27.8
Wyoming.....	726	1,828	23,523	32.40	+7	+8	+1.1	+1.7	+3.8	+4.5
Region XII:										
California.....	15,666	37,666	738,599	47.15	+4	+3	+1.1	+8.0	+6.0	+15.8
Oregon.....	1,970	4,625	79,281	40.24	-1	-2	+4	+2.7	+3.5	+3.6
Washington.....	4,993	11,851	159,840	32.01	+8	+8	+1.2	+3.8	+8.1	+11.3
Territory:										
Hawaii.....	1,238	4,070	45,980	37.14	+2	(⁷)	-6	+22.8	+17.4	+36.1

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Data on number of children per 1,000 population under 16 years are not included, because population data for that age group as of Apr. 1, 1940, are not available.

³ Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

⁴ Includes an unknown number of children 16 years and over.

⁵ Comparison for 40 States; excludes Massachusetts and Wisconsin for which data on both recipients and payments are not comparable; also excludes South Dakota which did not have an approved plan for January 1940.

⁶ Comparable data not available.

⁷ Increase of less than 0.05 percent.

⁸ Includes approximately 2,930 children 16 years and over.

⁹ Includes aid to dependent children administered under State law without Federal participation.

¹⁰ Decrease of less than 0.05 percent.

¹¹ In addition, in 67 counties payments amounting to \$9,470 were made from local funds without Federal participation to 598 families in behalf of 1,099 children under the State mothers' pension law; some of these families also received aid under State plan approved by the Social Security Board.

¹² No approved plan for January 1940.

¹³ Includes 576 children 16 years and over.

Table 7.—Aid to the blind in States with plans approved by the Social Security Board, by State, January 1941

[Data reported by State agencies, corrected to Feb. 15, 1941]

Social Security Board region and State	Number of recipients ¹	Amount of payments to recipients ²	Average payment per recipient	Percentage change from—				Number of recipients per 100,000 population ³
				December 1940 in—		January 1940 in—		
				Number of recipients	Amount of payments	Number of recipients	Amount of payments	
Total.....	49,104	\$1,152,229	\$23.47	+0.2	+0.2	+7.1	+7.7	49
Region I:								
Connecticut.....	⁴ 213	⁵ 5,841	27.42	-2.3	+3	-17.8	-7.7	⁶ 12
Maine.....	1,126	25,467	22.62	-1.3	-1.8	-9.9	-10.9	133
Massachusetts.....	1,169	27,467	23.50	-2	(⁷)	+6	+3.6	27
New Hampshire.....	316	7,191	22.76	+5.3	+3.7	-3.7	-3.4	64
Rhode Island.....	70	1,289	18.41	(⁷)	(⁷)	(⁷)	(⁷)	10
Vermont.....	147	3,193	21.72	-1.3	-2	-4.5	-6	41
Region II:								
New York.....	2,867	72,907	25.43	-2	+3	+4.2	+7.9	21
Region III:								
New Jersey.....	744	17,468	23.48	+7	+1.1	+13.2	+15.6	18
Region IV:								
District of Columbia.....	222	6,040	27.21	-9	+1.5	+5.7	+11.5	33
Maryland.....	682	14,680	21.52	-6	-7	+1.8	+4.6	37
North Carolina.....	1,894	28,310	14.95	-1.5	-2.7	-4.6	-4.3	53
Virginia.....	1,028	12,972	12.62	-3	+3	+4.0	+3.3	38
West Virginia.....	837	14,826	17.71	-1	-1	+4.2	+14.7	44
Region V:								
Michigan.....	1,123	26,400	23.51	+1.4	+1.8	+50.3	+47.8	21
Ohio.....	4,027	79,586	19.76	+2	+5	+3.8	+5.4	58
Region VI:								
Indiana.....	2,405	49,288	20.49	(⁸)	+1	-1.8	-4	70
Wisconsin.....	2,017	47,220	23.41	-2	-1	(⁹)	+2.1	64
Region VII:								
Alabama.....	613	5,434	8.86	+1.3	+4	+8.1	+7.8	22
Florida.....	¹² 474	⁸ 32,998	13.34	+1.1	+1.7	+15.5	+24.0	¹³⁰
Georgia.....	1,359	14,490	10.66	+3.1	+4.6	+24.9	+33.1	44
Mississippi.....	963	8,083	8.39	+2.6	+3.8	+43.5	+63.2	44
South Carolina.....	761	8,058	10.59	-4	-7	+3	+2.3	40
Tennessee.....	1,649	18,345	11.12	+1	+3	+2.9	+3.6	57
Region VIII:								
Iowa.....	1,508	35,962	23.85	+9	+9	+4.5	+6.5	59
Minnesota.....	961	25,398	26.43	+5	+4	+8.6	+7.0	34
Nebraska.....	⁹ 707	¹⁴ 493	20.50	-7	+1	+7.8	+12.8	⁵⁴
North Dakota.....	230	4,952	21.53	+9	+3	+62.0	+69.1	36
South Dakota.....	259	4,445	17.16	+1.2	+4	+11.6	+16.5	40
Region IX:								
Arkansas.....	1,106	10,249	9.27	+4.0	+3.5	+68.3	+140.5	57
Kansas.....	1,384	29,423	21.26	-1	+8	+17.3	+22.6	77
Oklahoma.....	2,184	34,514	15.80	-8	-9	+1.1	+5.4	93
Region X:								
Louisiana.....	1,173	19,284	16.44	+9	+3.9	+15.7	+12.7	50
New Mexico.....	222	4,171	18.79	-1.3	-4	+4.2	+18.3	42
Region XI:								
Arizona.....	381	10,327	27.10	+1.9	+2.2	+14.1	+20.4	76
Colorado.....	599	16,639	27.78	-7	-3	(¹⁰)	-4.3	53
Idaho.....	277	6,247	22.55	-1.4	-2.4	-2.8	+1.9	53
Montana.....	220	4,665	21.20	-5	-2	+31.7	+34.8	39
Utah.....	190	4,729	24.89	-1.6	-1.4	-8.7	-13.1	35
Wyoming.....	143	3,928	27.47	+7	+5	-5.9	-7.2	57
Region XII:								
California.....	7,285	350,322	48.09	-5	-5	+5.1	+5.0	105
Oregon.....	456	11,400	25.00	+4	+4	+7	-3	42
Washington.....	1,045	32,485	31.09	+6	+1.1	+5	+2.7	60
Territory:								
Hawaii.....	68	1,043	15.34	(¹¹)	(¹¹)	(¹¹)	(¹¹)	16

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

³ Total population as of Apr. 1, 1940, from the U. S. Bureau of the Census.

⁴ Comparison for 41 States; excludes Colorado and Wisconsin for which data on both recipients and payments are not comparable.

⁵ Includes aid to the blind administered under State law without Federal participation.

⁶ Decrease of less than 0.05 percent.

⁷ Figures too small for comparison.

⁸ Increase of less than 0.05 percent.

⁹ Comparable data not available.

Table 8.—General relief in the continental United States, by State, January 1941

[Data reported by State agencies, corrected to Feb. 25, 1941]

State	Number of cases receiving relief ¹	Amount of payments to cases ²	Average payment per case	Percentage change from—		
				December 1940 in—		January 1941 in amount of payments
				Number of cases	Amount of payments	
Total for continental United States ³	1,256,000	\$30,540,000				
Total for 40 States ⁴	1,128,431	28,440,386	\$25.20	+1.5	+2.4	+23.2
Alabama	2,316	20,662	8.92	+2.3	+2.1	-0.6
Arizona	3,169	48,323	15.25	-2.4	-1.3	+17.1
Arkansas	4,406	25,426	5.77	-2.2	-1.2	+38.7
California	89,093	2,545,089	28.57	+6.3	+6.6	-48.5
Colorado ⁵	15,701	207,757	13.23	-2.2	+1.1	+3.9
Connecticut	13,295	375,894	28.27	-3.5	-2.6	-28.1
Delaware	1,124	25,677	22.84	+12.9	+20.9	-32.0
District of Columbia	2,069	51,980	25.12	+1.8	+1.9	-3
Florida	9,003	59,749	6.64	-3.1	-1.9	-8
Georgia	6,873	44,686	6.50	+8.5	+6.3	+19.4
Idaho	2,376	36,089	15.19	+3.3	-6.1	+12.6
Illinois	150,756	3,495,202	23.18	-1.9	-3.3	-11.4
Indiana ⁷	43,721	671,917	15.37	+8	+1.7	-24.7
Iowa	27,339	461,736	16.89	+2.8	+5.6	-22.8
Kansas	15,990	242,231	15.15	-3.4	-8.8	-26.2
Kentucky	⁸ 5,000	⁸ 51,000				
Louisiana	11,148	171,583	15.39	+3.0	+4.9	+8.3
Maine	10,086	227,618	22.57	+2.4	+8	-19.4
Maryland	8,676	193,242	22.27	+2.4	-2	-11.3
Massachusetts	52,753	1,456,943	27.62	+1.4	+1.6	(⁹)
Michigan	51,417	1,196,440	23.27	+3.3	+2.2	-18.3
Minnesota	34,825	807,914	23.20	-3.7	-5.0	-25.9
Mississippi	903	2,734	3.03	-1.8	-10.9	-39.5
Missouri	25,011	365,737	14.62	+8	+13.3	-20.7
Montana	4,633	71,601	15.45	+4.4	+3.9	+3.8
Nebraska	9,860	119,257	12.10	+2.7	+3.5	-5.0
Nevada	552	7,904	14.32	+6.2	-4.6	-2.8
New Hampshire	¹⁰ 7,200	¹⁰ 167,000				
New Jersey ⁷	38,574	939,451	24.35	+8	-6	-35.3
New Mexico ⁷	2,146	18,490	8.62	+1.9	-19.8	+18.6
New York	¹⁰ 237,375	9,005,893	37.94	+1.9	+3.2	-9.7
North Carolina	5,669	39,039	6.89	+7.0	+6.4	(¹¹)
North Dakota	4,102	56,265	13.72	-3.0	-4.4	(¹¹)
Ohio	76,775	1,455,161	18.95	-7	-3.6	-27.4
Oklahoma	¹² 12,061	59,619	(¹³)	(¹⁴)	-8.8	-37.4
Oregon	9,744	152,919	15.69	+2.9	+3.6	-6.1
Pennsylvania	155,893	4,004,326	25.69	+3.9	+8.5	-35.4
Rhode Island ¹⁵	5,254	217,059	41.31	+2.8	+25.5	-17.9
South Carolina	2,137	17,898	8.38	-1.7	-2.3	-1.9
South Dakota	5,128	71,758	13.99	+2.7	+1.9	+2
Tennessee	¹⁶ 3,300	¹⁶ 24,000				
Texas	11,178	95,109	8.51	+3.4	+2.1	-17.2
Utah	5,486	123,911	22.59	+1.9	+3.3	-10.9
Vermont	2,530	45,897	18.14	+5.7	+4.4	-17.9
Virginia	5,850	54,895	9.38	+3.0	+2.6	-30.4
Washington	17,382	280,079	16.11	+2.1	+2.3	-20.0
West Virginia	11,854	104,216	8.79	+3.0	+3.5	-14.7
Wisconsin	38,210	857,448	22.44	-2.2	-1.7	-27.1
Wyoming	1,445	21,855	15.12	+4.6	+5.3	-10.3

¹ Represents cases receiving money payments and/or assistance in kind; excludes cases of medical care, hospitalization, and/or burial only.

² Represents obligations incurred during month from State and local funds for money payments and assistance in kind; excludes payments for medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded. Also excludes cost of administration, of materials, equipment, and other items incident to operation of work-relief programs, and of special programs.

³ Partly estimated. Does not represent sum of State figures because totals are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁴ Excludes Kentucky, New Hampshire, and Tennessee for which figures are estimated; Colorado, Indiana, New Jersey, New Mexico, and Rhode Island for which data include cases receiving medical care, hospitalization, and/or burial only; and Oklahoma (see footnote 12).

⁵ Comparison for 38 States. In addition to States mentioned in footnote 4, Massachusetts and North Carolina are also excluded because comparable data are not available.

⁶ Includes unknown number of cases receiving medical care only and total payments for this service.

⁷ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁸ Estimated.

⁹ Comparable data not available.

¹⁰ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹¹ Increase of less than 0.05 percent.

¹² Includes 5,309 cases aided under program administered by State board of public welfare, and 6,752 cases aided by county commissioners; duplication in cases aided believed to be large; average per case and percentage change in number of cases cannot be computed.

¹³ State unemployment relief program only. Includes unknown number of cases receiving medical care and/or hospitalization only, and total payments for these services. It is estimated that, in addition, 2,800 cases received relief amounting to \$56,000 from local relief officials.

Statistics by States, December 1940

Increases in total expenditures in 43 States.—In December total public assistance and several Federal work program expenditures in the continental United States were larger than in November in 43 States (table 9). Increases occurred

in earnings of persons employed on WPA projects in 44 States. Earnings under the student work program of the NYA increased in 35 States and expenditures for earnings under the out-of-school work program, in all but one State.

Table 9.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, December 1940¹
[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total.....	\$217,733	\$41,855	\$11,980	\$1,861	\$29,867	\$1,037	\$16,314	\$3,091	\$6,463	\$102,285	\$2,980	\$85,897
Alabama.....	3,006	187	80	5	20	87	620	68	149	1,753	37	2,307
Arizona.....	1,080	238	81	10	49	84	144	15	19	438	1	301
Arkansas.....	2,668	198	84	10	26	2	710	37	105	1,495	1	810
California.....	15,640	5,716	731	352	2,387	135	450	180	253	5,365	72	6,324
Colorado.....	3,202	1,325	188	17	207	33	152	37	58	1,108	76	326
Connecticut.....	2,092	490	62	6	386	(⁶)	69	25	67	979	7	945
Delaware.....	276	29	19	-----	21	(⁶)	18	4	12	172	-----	192
District of Columbia.....	1,266	87	36	6	51	-----	52	19	24	823	168	2,348
Florida.....	2,862	471	95	32	61	4	295	35	68	1,746	55	3,797
Georgia.....	3,276	318	98	14	42	29	590	74	158	1,943	9	1,770
Idaho.....	944	204	87	6	34	17	62	17	28	487	2	77
Illinois.....	16,737	3,132	168	233	3,613	10	759	172	468	7,384	708	1,760
Indiana.....	5,443	1,218	494	49	766	3	298	81	153	2,446	41	2,307
Iowa.....	3,391	1,170	62	36	437	2	165	62	183	1,271	3	122
Kansas.....	2,771	562	194	29	266	31	227	63	89	1,307	2	350
Kentucky.....	2,995	485	15	-----	50	10	396	55	112	1,841	31	1,001
Louisiana.....	2,858	433	374	19	164	16	418	65	86	1,284	(⁶)	5,483
Maine.....	1,168	275	62	26	226	3	106	14	59	397	1	431
Maryland.....	1,793	324	224	15	194	2	118	33	51	762	71	2,219
Massachusetts.....	10,732	2,540	745	27	1,434	(⁶)	376	89	214	5,272	31	8,018
Michigan.....	8,205	1,304	816	26	1,171	9	478	115	276	4,008	4	1,867
Minnesota.....	5,687	1,334	317	25	850	15	424	68	108	2,537	7	131
Mississippi.....	2,188	216	1	8	3	10	476	48	101	1,325	1	1,844
Missouri.....	6,668	1,620	318	79	323	19	670	84	169	3,317	69	364
Montana.....	1,218	233	71	5	69	25	116	22	23	646	9	224
Nebraska.....	2,634	552	179	14	115	123	169	42	71	1,275	93	126
Nevada.....	206	61	3	(⁶)	8	(⁶)	20	2	4	105	(⁶)	141
New Hampshire.....	802	141	28	7	166	1	32	10	24	393	1	1,002
New Jersey.....	6,818	660	350	17	945	1	300	66	231	4,129	119	3,826
New Mexico.....	1,075	84	54	4	23	3	196	13	28	616	55	128
New York.....	25,104	3,009	1,618	73	8,722	7	825	294	659	9,608	290	4,630
North Carolina.....	3,293	374	162	29	37	45	457	93	170	1,926	1	3,840
North Dakota.....	1,181	150	75	5	59	23	170	25	36	638	(⁶)	18
Ohio.....	12,380	3,081	451	79	1,509	4	653	161	247	5,926	270	908
Oklahoma.....	4,256	1,339	282	35	65	8	624	83	190	1,619	10	556
Oregon.....	1,625	420	79	11	148	9	116	26	38	774	4	428
Pennsylvania.....	18,947	2,195	1,769	400	3,689	7	988	199	516	9,015	166	5,181
Rhode Island.....	1,229	139	59	1	173	0	54	14	45	723	22	1,839
South Carolina.....	2,667	138	49	8	18	16	344	47	103	1,737	207	1,793
South Dakota.....	1,395	288	29	4	70	127	160	30	36	646	3	36
Tennessee.....	3,167	407	266	18	23	6	546	70	126	1,647	58	2,793
Texas.....	6,948	1,659	1	-----	93	42	1,055	153	364	3,550	32	5,865
Utah.....	1,368	309	144	5	120	5	58	29	27	633	38	226
Vermont.....	381	86	20	3	44	(⁶)	21	9	15	184	-----	19
Virginia.....	2,100	195	79	13	54	7	457	61	121	1,081	31	4,251
Washington.....	3,306	914	158	32	274	20	189	48	76	1,536	61	2,571
West Virginia.....	2,626	260	201	15	101	9	287	44	106	1,590	13	173
Wisconsin.....	5,934	1,201	475	47	872	19	376	84	181	2,668	9	127
Wyoming.....	348	83	23	4	21	9	31	6	12	159	1	103

¹ See footnotes to table 1, page 5.

² Includes less than \$500 not reported by State.

³ Partly estimated; does not represent total of State figures, because total payments for medical care, hospitalization, and burial are excluded.

⁴ Includes data for Vermont in which amount of vouchers canceled during month exceeded amount of vouchers issued.

⁵ Includes total payments for medical care.

⁶ Less than \$500.

⁷ Includes total payments for medical care, hospitalization, and burial.

⁸ Estimated.

⁹ State unemployment relief program only. Includes total payments for medical care and hospitalization. In addition, \$60,000 estimated as expended by local relief officials.

Total earnings of persons enrolled in the CCC declined in 48 States, and earnings of employees on other Federal agency projects financed from emergency funds decreased in 41 States.

Small increases in the amount of obligations incurred for payments to recipients of old-age

assistance were reported by 42 States; to families and children receiving aid to dependent children, by 39 States; and to recipients of aid to the blind, by 29 States. Obligations incurred for general relief increased from November in 41 States, and subsistence payments by the FSA, in 26 States.

Table 10.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, December 1940¹

State	Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds		
	Old-age assistance	Aid to dependent children		Aid to the blind				Student work program	Out-of-school work program				
		Families	Children										
Total.....	2,066,351	369,629	889,652	73,351	1,240,000	44,325	246,252	448,331	326,132	1,826,081	23,406	709,824	
Alabama.....	20,195	5,849	17,005	605	2,264	5,931	9,359	11,806	8,333	39,403	333	15,369	
Arizona.....	8,500	2,515	7,194	374	3,247	4,760	2,173	1,996	991	6,317	15	1,803	
Arkansas.....	25,124	6,114	15,486	1,063	4,415	84	10,716	7,028	6,724	35,369	18	10,544	
California.....	150,942	15,598	37,572	7,321	83,796	6,346	6,797	20,799	12,303	81,708	515	44,965	
Colorado.....	41,851	6,223	15,192	603	15,738	1,472	2,300	5,000	2,878	19,738	527	7,932	
Connecticut.....	17,534	1,369	3,128	218	13,332	1	1,049	3,221	3,067	14,648	141	7,938	
Delaware.....	2,530	574	1,575	---	996	7	272	610	773	2,698	---	1,754	
District of Columbia.....	3,419	944	2,804	224	2,038	---	790	1,688	1,304	10,667	1,165	13,482	
Florida.....	37,687	4,360	10,902	2,448	9,295	94	4,448	8,263	3,917	34,636	635	31,524	
Georgia.....	38,746	4,568	11,602	1,318	6,334	645	8,908	12,054	7,843	41,995	77	20,011	
Idaho.....	9,116	2,942	7,320	281	2,299	461	931	2,403	1,204	8,532	21	747	
Illinois.....	142,020	7,446	16,617	7,718	153,601	400	11,455	25,380	22,295	124,886	4,749	12,512	
Indiana.....	67,231	17,347	35,639	2,404	43,376	118	4,491	12,038	8,555	46,323	378	11,915	
Iowa.....	56,435	3,000	7,000	1,495	26,607	102	2,495	8,267	10,038	24,543	37	1,320	
Kansas.....	28,065	6,479	15,177	1,386	16,560	1,871	3,433	9,439	4,312	20,318	17	16,896	
Kentucky.....	54,374	7,370	1,200	---	5,200	99	5,976	9,603	5,680	40,189	379	8,493	
Louisiana.....	34,296	14,661	40,177	1,162	10,823	500	6,303	8,887	4,239	28,064	1	72,678	
Maine.....	13,220	1,586	4,019	1,141	9,847	109	1,594	1,938	2,102	7,048	20	5,123	
Maryland.....	18,252	7,050	18,941	686	8,475	82	1,782	3,834	3,230	12,856	821	20,779	
Massachusetts.....	86,821	12,499	31,053	1,171	52,023	10	5,679	12,081	10,841	80,445	281	54,918	
Michigan.....	77,808	20,153	48,501	1,107	49,782	259	7,182	15,719	11,764	67,118	45	6,368	
Minnesota.....	63,056	9,179	21,826	956	36,174	771	6,406	9,767	5,015	43,588	80	1,535	
Mississippi.....	25,154	7,104	7,162	939	920	344	7,181	8,387	5,617	33,806	4	17,088	
Missouri.....	108,349	13,181	31,078	7,308	24,805	1,003	10,109	13,136	9,520	62,530	618	4,173	
Montana.....	12,217	2,486	6,056	221	4,438	1,185	1,754	2,988	1,133	10,111	88	1,688	
Nebraska.....	28,579	5,696	12,647	712	9,601	4,410	2,553	6,333	4,176	23,610	991	1,356	
Nevada.....	2,316	106	255	14	520	15	308	294	238	1,728	3	1,092	
New Hampshire.....	6,609	620	1,550	300	6,698	20	478	1,258	1,063	6,912	20	6,817	
New Jersey.....	31,410	11,194	25,220	739	38,256	30	4,535	9,804	11,520	62,765	764	26,186	
New Mexico.....	4,911	2,068	5,916	225	2,107	172	2,939	1,920	1,508	10,829	387	1,225	
New York.....	120,744	34,490	67,830	2,874	232,890	238	12,456	41,260	29,506	138,990	2,097	30,792	
North Carolina.....	36,982	9,655	23,631	1,923	5,297	440	6,902	12,649	9,829	43,881	19	37,730	
North Dakota.....	8,923	2,432	6,718	228	4,228	1,111	2,560	4,409	1,609	11,694	2	226	
Ohio.....	134,021	11,307	30,762	4,019	77,343	189	9,853	21,957	12,013	105,715	2,093	7,645	
Oklahoma.....	75,016	19,226	43,928	2,201	13,325	254	9,412	13,695	9,067	40,381	157	5,114	
Oregon.....	19,626	1,972	4,636	454	9,470	204	1,750	3,647	1,964	12,299	43	3,080	
Pennsylvania.....	99,994	48,778	117,916	13,463	150,006	270	14,918	30,174	26,344	141,957	1,538	41,491	
Rhode Island.....	6,960	1,277	3,611	68	5,111	0	829	1,803	2,693	11,477	197	10,306	
South Carolina.....	17,415	3,005	8,970	764	2,175	355	5,187	7,151	5,375	32,156	1,802	12,515	
South Dakota.....	14,945	1,556	3,492	256	4,994	6,869	2,413	5,610	1,743	12,241	20	468	
Tennessee.....	40,275	14,383	36,314	1,648	3,200	85	8,239	11,438	7,961	36,598	630	25,361	
Texas.....	120,483	85	7,230	---	10,808	1,010	15,923	20,950	19,576	89,383	403	53,150	
Utah.....	13,669	3,785	9,750	193	5,384	178	877	3,800	1,327	10,192	267	2,137	
Vermont.....	5,240	614	1,729	149	2,394	(1)	316	1,191	637	4,090	---	207	
Virginia.....	19,646	3,906	11,706	1,031	5,680	91	6,904	8,459	6,750	24,425	304	36,771	
Washington.....	40,254	4,951	11,759	1,039	17,031	464	2,550	6,218	3,789	23,877	437	16,035	
West Virginia.....	18,617	8,608	23,431	838	11,506	108	4,334	7,668	4,261	30,421	188	1,738	
Wisconsin.....	53,310	12,597	28,611	2,022	39,050	806	5,670	12,576	8,797	44,118	72	1,110	
Wyoming.....	3,464	721	1,814	142	1,382	353	472	726	708	2,806	6	867	

¹ See footnotes to table 2, page 6.

² Partly estimated; does not represent total of State figures, because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only.

³ Includes data for Vermont in which number of vouchers canceled during month exceeded number of vouchers issued.

⁴ Includes 1 person not reported by State.

⁵ Includes an unknown number of cases receiving medical care only.

⁶ Includes an unknown number of cases receiving medical care, hospitalization, and/or burial only.

⁷ Estimated.

⁸ Includes cases receiving medical care only; number believed by State agency to be insignificant.

⁹ Includes 5,276 cases aided under program administered by State board of public welfare, and 8,049 cases aided by county commissioners; amount of duplication in cases aided believed to be large.

¹⁰ State unemployment relief program only; includes an unknown number of cases receiving medical care and/or hospitalization only. In addition, 2,800 cases estimated to have been aided by local relief officials.

Statistics for Urban Areas

Public and Private Aid in 116 Urban Areas, December 1940

Total expenditures increase in December.—In December, total expenditures for public and private aid in 116 urban areas in the United States amounted to \$87.0 million, an increase of 5.3 percent over the November total (tables 11 and 12). Of the total amount expended, \$42.3 million, or 48.6 percent, was for earnings of persons employed on projects operated by the WPA; \$22.1 million, or 25.4 percent, for payments to recipients of the special types of public assistance; and \$21.6 million, or 24.8 percent, for general relief from public funds. Private assistance amounted to \$1.0 million, only 1.2 percent of total payments. Data are not available for the urban areas on earnings of persons employed on Federal

Table 11.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, December 1940

[Corrected to Feb. 20, 1941]

Type of funds	Amount ¹	Percentage change from—		Percentage distribution		
		November 1940	December 1939	December 1940	November 1940	December 1939
Total.....	\$87,017,517	+5.3	—6.6	100.0	100.0	100.0
Public.....	86,001,222	+5.2	—6.7	98.8	99.0	98.9
General relief ²	\$21,600,243	+1.1	—17.4	24.8	25.9	28.1
Special types of public assistance ³	22,122,479	+1.7	+14.7	25.4	26.3	20.7
Old-age assistance.....	15,661,362	+1.5	+15.9	18.0	18.7	14.5
Aid to dependent children ⁴	5,672,361	+2.4	+12.9	6.5	6.7	5.4
Aid to the blind ⁴	788,756	+3	+5.3	.9	.9	.8
WPA earnings ⁵	42,278,500	+9.3	—9.5	48.6	46.8	50.1
Private ⁶	1,016,295	+22.0	—5.2	1.2	1.0	1.1

¹ Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

² Includes direct and work relief and statutory aid to veterans administered on basis of need.

³ Includes \$5,450 administered by private agencies.

⁴ Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

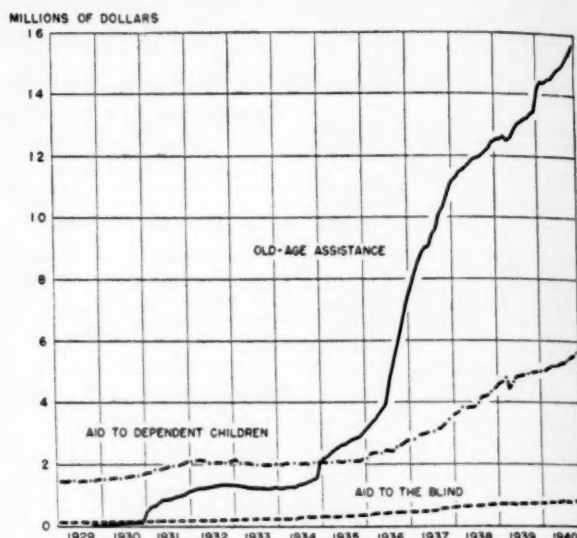
⁵ Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

⁶ Includes direct and work relief and aid to veterans.

⁷ Includes \$1,529 administered by public agencies. Includes estimate of \$149,444 of which \$143,043 represents expenditures of agencies for which monthly reports are not available.

⁸ Based on data from agencies reporting monthly.

Chart 3.—Payments to recipients of the special types of public assistance in 116 urban areas, January 1929–December 1940



agency projects financed by transfer of WPA funds and other Federal work and construction projects, earnings of persons enrolled in the CCC, or earnings under the work programs of the NYA.

Increase in total due largely to rise in WPA earnings.—The largest part of the increase in total expenditures from November to December was attributable to a rise in earnings under projects operated by the WPA (9.3 percent). Payments for the special types of public assistance increased 1.7 percent. Old-age assistance rose 1.5 percent; aid to dependent children, 2.4 percent; and aid to the blind, 0.3 percent. Total payments for general relief increased 1.1 percent. The comparatively small amount expended for assistance from private funds was 22.0 percent greater than in November.

Total expenditures less than in December 1939.—As compared with December 1939, expenditures in December 1940 represented a decrease of 6.6 percent, with the largest reductions in general relief from public funds (17.4 percent) and in WPA earnings (9.5 percent). Assistance payments from private funds also were less than in the previous year. Total payments for the special types of public assistance, on the other hand, were 14.7 percent larger in December 1940.

Table 12.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, December 1940

[Corrected to Feb. 20, 1941]

State and urban area	Area included	Total ¹	Public funds					Private funds ²	Percentage change in total from—	
			Total	General relief ³	Old-age assistance	Aid to dependent children ⁴	Aid to the blind ⁵	WPA earnings ⁶	November 1940	December 1939
Alabama:										
Birmingham	County	\$378,970	\$378,341	\$6,116	\$22,422	\$22,371	\$855	\$326,577	\$629	-1.5
Mobile	do.	143,115	142,562	861	7,280	1,920	137	132,364	553	-2.0
California:										
Los Angeles	do.	5,625,298	5,598,326	1,172,406	2,332,932	252,994	167,514	1,672,480	26,972	+2
Oakland	do.	1,043,521	1,040,459	119,691	324,732	50,794	24,723	520,519	3,062	-1
Sacramento	do.	289,395	287,514	28,379	141,279	21,651	7,492	88,713	1,881	-9.0
San Diego	do.	627,836	626,819	63,586	296,095	32,592	13,330	218,916	1,317	+1.9
San Francisco	do.	1,531,883	1,509,390	214,631	434,877	58,471	26,758	774,653	22,493	+10.5
Colorado: Denver	do.	811,504	807,410	76,390	396,160	63,531	4,507	296,822	4,094	+3.7
Connecticut:										
Bridgeport	City	151,730	149,503	\$ 30,072	37,683	6,568	731	74,449	2,227	-8.4
Hartford	do.	242,206	229,642	\$ 83,875	58,716	6,369	893	79,789	12,564	+4
New Britain	do.	58,470	56,479	\$ 5,836	13,766	2,773	94	34,010	1,991	-3.6
New Haven	do.	247,463	242,888	72,062	57,496	7,106	1,092	105,132	4,515	-1.9
Delaware: Wilmington	County	186,969	183,152	19,518	18,075	11,851	-----	153,708	3,847	+18.2
Dist. of Col.: Washington	City	908,811	884,176	51,548	87,744	35,558	5,952	703,374	\$ 24,635	+17.8
Florida:										
Jacksonville	County	355,298	354,402	6,173	48,079	9,585	3,218	287,347	896	+46.0
Miami	do.	144,309	136,197	6,228	37,985	11,813	2,597	77,774	8,112	-9
Georgia: Atlanta	do.	497,232	488,716	23,594	33,768	20,578	2,358	408,418	8,516	-7.7
Illinois:										
Chicago	do.	7,813,859	7,717,554	2,508,278	1,261,078	77,441	70,666	3,800,091	96,305	+10.5
Springfield	do.	265,197	262,702	53,148	56,973	2,380	4,660	145,541	2,495	+3.6
Indiana:										
Evansville	do.	267,210	266,384	62,541	43,252	23,899	1,583	135,109	826	+2.6
Fort Wayne	do.	195,325	192,395	29,458	46,649	21,012	1,425	93,851	2,930	+2.8
Indianapolis	do.	610,358	601,594	96,943	139,511	70,483	6,776	287,881	8,764	+1.6
South Bend	do.	213,280	211,857	46,464	41,084	20,755	1,029	102,525	1,423	-18.2
Terre Haute	do.	290,305	259,145	19,625	60,448	24,199	2,215	152,658	1,160	-2.5
Iowa:										
Des Moines	do.	502,107	500,940	76,187	99,167	3,775	5,978	315,833	1,167	+0.3
Sioux City	do.	195,982	195,314	60,533	48,637	4,923	1,941	78,980	668	+6.6
Kansas:										
Kansas City	do.	253,315	252,809	41,714	36,526	16,933	2,129	155,507	506	+11.3
Topeka	do.	164,760	162,940	12,059	20,727	8,260	1,236	120,664	1,814	+39.3
Wichita	do.	223,054	222,198	68,177	46,621	19,404	2,239	85,757	856	+5.2
Kentucky: Louisville	do.	293,929	287,638	28,821	41,796	15,110	-----	201,911	6,291	+3.4
Louisiana:										
New Orleans	Parish	931,197	920,497	49,511	78,724	118,291	8,419	667,552	\$ 10,700	+9.6
Shreveport	do.	70,260	70,093	10,703	20,481	19,174	827	18,908	167	-2.9
Maine: Portland	City	108,481	106,020	\$ 18,170	18,952	4,566	1,213	63,119	2,461	+8.6
Maryland: Baltimore	do.	713,578	698,462	172,236	164,432	131,338	9,520	220,936	15,116	+2.3
Massachusetts:										
Boston	do.	2,969,163	2,888,371	429,928	484,001	274,008	8,502	1,691,932	80,792	+26.7
Brockton	do.	213,037	207,891	40,346	44,467	8,817	398	93,863	5,146	+8.8
Cambridge	do.	269,842	264,232	79,547	49,253	27,319	915	107,198	5,610	-4
Fall River	do.	269,876	268,282	67,088	60,928	12,804	818	126,644	1,594	+7.4
Lawrence	do.	206,696	204,438	34,081	48,394	6,306	595	115,062	2,258	+26.0
Lowell	do.	364,313	360,445	60,036	72,238	16,064	944	211,163	3,868	+33.4
Lynn	do.	261,674	258,558	52,141	80,536	12,378	807	112,696	\$ 3,116	-1.0
Malden	do.	129,231	128,592	30,433	33,666	7,196	348	56,949	639	+4.2
New Bedford	do.	260,521	258,910	46,745	82,887	13,029	1,084	115,165	1,611	+6.0
Newton	do.	82,699	81,210	23,104	21,407	9,762	152	26,785	1,489	+5.0
Springfield	do.	326,211	324,472	82,839	89,736	23,495	1,003	127,399	1,739	+7.3
Worcester	do.	379,699	375,080	102,519	103,951	29,642	712	138,256	4,619	-3.7
Michigan:										
Detroit	County	3,111,441	3,094,469	852,356	253,202	367,059	5,896	1,615,956	\$ 16,972	+2.0
Flint	do.	318,133	317,878	46,059	53,858	29,353	639	187,960	255	+5.4
Grand Rapids	do.	388,230	387,547	61,080	104,692	31,150	1,997	188,613	683	-6
Pontiac	do.	214,439	214,243	35,935	52,051	27,111	1,207	97,939	196	+4.4
Saginaw	do.	141,892	141,321	19,755	28,834	19,156	841	72,735	571	+1.6
Minnesota:										
Duluth	do.	590,780	594,373	164,737	99,697	37,809	2,758	289,312	5,407	-1.8
Minneapolis	do.	1,320,211	1,311,515	313,936	289,998	56,320	5,918	645,343	8,696	+11.6
St. Paul	do.	709,282	704,961	219,039	110,001	28,771	3,412	343,738	4,321	+15.3
Missouri:										
Kansas City	do.	640,812	630,134	93,860	177,500	23,112	9,287	326,387	\$ 10,678	+1
St. Louis	City and county	1,366,096	1,338,405	130,562	243,235	73,453	15,102	876,053	27,091	+7.2
Nebraska: Omaha	County	483,842	473,301	21,513	92,207	41,816	2,613	315,152	10,541	+7.9
New Jersey:										
Jersey City	City	269,723	269,264	88,246	28,114	27,203	1,124	124,577	\$ 459	+12.0
Newark	do.	875,696	870,751	313,459	68,255	67,339	2,664	419,034	4,945	+3.1
Trenton	do.	171,315	167,810	23,844	18,174	14,166	853	110,773	\$ 3,505	+11.1

See footnotes at end of table.

Table 12.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, December 1940—Continued

[Corrected to Feb. 20, 1941]

State and urban area	Area included	Total ¹	Public funds					Private funds ²	Percentage change in total from—	
			Total	General relief ³	Old-age assistance	Aid to dependent children ⁴	Aid to the blind ⁵	WPA earnings ⁶	November 1940	December 1939
New York:										
Albany	City	\$106,952	\$104,174	\$35,275	\$18,267	\$5,567	\$886	\$44,179	\$2,778	+4.5
Buffalo	County	1,150,498	1,135,117	593,382	124,928	69,870	3,573	343,364	15,381	+6
New Rochelle	City	80,525	79,499	50,565	13,787	8,625	0	6,522	1,026	+5.3
New York	do	16,395,897	16,161,030	6,132,762	1,595,526	1,103,566	44,084	7,285,092	* 234,867	+5.3
Niagara Falls	do	82,362	79,816	47,942	9,678	8,327	183	13,686	2,546	+2.1
Rochester	do	637,566	632,255	336,919	134,617	42,768	2,707	115,244	5,311	+2.1
Syracuse	County	436,753	432,062	209,250	80,446	21,586	1,374	119,406	4,691	+1.2
Utica	City	144,163	140,745	54,556	32,835	12,081	377	40,896	3,418	+1.6
Yonkers	do	223,998	221,409	88,814	20,842	19,300	514	91,939	2,589	+9.5
North Carolina:										
Asheville	County	120,267	120,267	2,111	14,521	7,342	866	95,427	-----	-2.1
Charlotte	do	108,745	107,971	4,924	17,631	8,139	1,409	75,868	774	+16.3
Greensboro	do	93,535	93,261	1,740	17,686	9,401	1,339	63,096	74	-12.5
Winston-Salem	do	118,648	117,706	9,933	15,186	7,384	951	84,252	942	+9.5
Ohio:										
Akron	do	673,156	669,416	110,012	91,602	15,918	1,903	449,981	3,740	-3.3
Canton	do	291,617	291,374	28,050	102,125	13,764	1,963	145,472	243	-6
Cincinnati	do	983,190	966,759	235,953	231,532	42,139	5,132	452,003	16,431	+3
Cleveland	do	2,469,702	2,414,402	666,591	263,300	107,032	8,945	1,368,534	55,300	+5.0
Columbus	do	706,587	704,423	107,054	197,983	21,739	6,667	370,980	2,164	-1
Dayton	do	452,047	449,800	63,107	143,583	15,363	2,525	225,222	2,247	-9
Springfield	do	123,082	121,227	6,298	54,395	5,302	1,312	53,920	1,855	-4.7
Toledo	do	696,313	695,709	101,485	149,492	17,776	4,553	422,403	* 604	-1.5
Youngstown	do	301,863	301,398	45,820	57,433	15,780	3,550	178,815	465	-8.5
Oklahoma: Tulsa	do	206,057	200,080	5,912	90,414	21,374	2,813	70,517	6,027	-4.9
Oregon: Portland	do	539,553	537,180	* 89,742	164,867	24,457	4,830	253,284	2,373	-12.1
Pennsylvania:										
Allentown	do	158,049	156,104	15,399	24,954	14,878	6,122	94,751	1,945	+2.3
Altoona	do	265,032	264,792	33,858	32,530	29,925	7,195	161,284	240	-2
Bethlehem	do	190,416	189,622	16,742	26,174	15,269	5,724	125,713	794	+4.4
Chester	do	194,147	190,837	18,207	33,236	22,142	8,162	109,090	3,310	+1.6
Erie	do	307,102	307,016	34,336	51,641	31,199	8,245	181,595	86	+18.7
Johnstown	do	300,501	300,126	44,560	36,122	36,780	7,811	174,853	375	-1.9
Philadelphia	do	3,679,424	3,624,827	1,320,696	827,139	530,776	75,951	1,170,265	* 54,597	-9
Pittsburgh	do	2,551,278	2,527,537	718,445	298,444	264,875	39,420	1,206,353	23,741	-3.1
Reading	do	446,939	444,715	44,566	45,658	20,616	9,773	324,102	* 2,224	+39.3
Scranton	do	808,141	804,717	285,120	74,179	68,308	11,942	365,168	* 3,424	-1.0
Wilkes-Barre	do	1,212,980	1,210,767	298,838	87,000	109,657	16,178	699,094	2,213	+20.1
Rhode Island: Providence	City	469,015	462,070	122,675	63,777	21,821	726	253,071	6,945	+4.6
South Carolina: Charleston	County	193,734	193,307	2,621	8,369	4,423	679	177,215	* 427	+5.3
Tennessee:										
Knoxville	do	215,142	215,142	2,093	18,021	21,009	785	173,234	-----	+32.0
Memphis	do	281,709	276,946	1,122	51,189	25,456	3,193	195,986	4,763	+14.1
Nashville	do	230,094	228,700	2,358	41,678	27,610	2,604	154,450	1,394	+5.0
Texas:										
Dallas	do	265,931	260,635	13,608	110,367	695	-----	135,965	5,296	-8.2
El Paso	do	61,996	61,469	210	11,204	-----	-----	50,055	527	-1.8
Fort Worth	do	286,918	286,568	10,236	75,091	-----	-----	201,241	* 350	-25.5
Houston	do	390,141	386,404	22,744	86,283	-----	-----	277,377	3,737	+31.3
San Antonio	do	302,530	297,868	83,541	83,541	-----	-----	214,327	4,662	+8.0
Utah: Salt Lake City	do	446,269	442,067	65,704	111,381	57,578	1,532	205,872	* 4,202	+15.2
Virginia:										
Norfolk	City	96,632	95,414	2,406	10,441	5,688	875	76,004	* 1,218	+4.7
Richmond	do	190,581	184,154	12,672	15,876	9,149	1,103	145,354	6,427	+1.7
Roanoke	do	82,266	82,266	1,680	5,130	3,210	467	21,779	-----	+1.0
Washington:										
Seattle	County	752,201	745,362	119,296	252,519	39,435	8,530	325,582	* 6,839	+10.0
Tacoma	do	353,824	353,824	26,104	102,585	17,349	2,647	205,139	-----	+21.2
West Virginia: Huntington	do	127,018	126,316	5,378	12,273	6,606	928	101,131	* 702	-1.5
Wisconsin:										
Kenosha	do	168,770	168,662	30,905	30,395	16,732	1,318	89,312	108	+25.8
Madison	do	234,169	233,809	37,773	52,323	28,260	1,233	114,220	360	+1.6
Milwaukee	do	1,819,796	1,801,683	465,355	249,548	114,765	9,668	962,347	18,113	+14.6
Racine	do	171,865	169,789	27,299	32,181	20,378	1,023	88,908	2,076	+24.4

¹ Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

² Includes direct and work relief and statutory aid to veterans administered on basis of need.

³ Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

⁴ Data from the WPA, Division of Statistics; represent earnings of persons

employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

⁵ Includes direct and work relief and aid to veterans.

⁶ Includes estimate.

⁷ Includes Fulton and DeKalb Counties.

⁸ Estimated.

⁹ Decrease of less than 0.05 percent.

¹⁰ Incomplete, since data are not obtainable for 1 relief program.

General Relief Operations of Public Agencies in Selected Large Cities, January 1941

Decline in relief load retarded.—The decline in the total case loads of 19 large urban areas, which began last August, leveled off somewhat in January when case loads were only 0.4 percent smaller than in December. The continuation of the decrease resulted from a greater increase in closings than in openings. Nine cities reported decreases in the number of cases receiving relief. Of the 10 cities reporting increases, only one—Pittsburgh—reported a rise of more than 3 percent (table 13).

WPA a factor in increasing closings.—Transfers to the WPA were an important factor in the marked increase in cases closed in January. The number of cases opened because of loss of WPA wages remained approximately the same as in the previous month (tables 14 and 15). Only Cincinnati, Philadelphia, and Pittsburgh reported net increases through WPA operations. In the latter

two cities, the number of cases opened was considerably greater than the number closed.

Loss of regular employment increases relief case loads.—January was the second consecutive month in which loss of regular employment resulted in increases in the number of cases opened by agencies serving employable persons. Chicago and Cincinnati were the only 2 cities which reported a preponderance of cases closed as a result of regular employment.

Increases in applications received.—The number of applications received in most of the 19 cities in January was greater than in December, but 5 cities reported decreases from the previous month (table 16). It is difficult to determine how nearly these data reflect changes in need for relief. An accurate monthly comparison of applications received requires information for each city on the number of holidays, the number of days per week the intake office is open, and the ability of the intake staff to serve currently all persons desiring to apply for assistance.

Table 13.—Number of cases receiving general relief, amount of relief, and average amount per family and one-person case, by selected city, January 1941¹

City	Number of cases receiving relief	Amount of relief ²	Average amount		Percentage change from December 1940 in—	
			Per family case	Per one-person case	Number of cases	Amount of relief
Baltimore.....	6,524	\$159,792	(³)	(³)	+1.1	-1.6
Boston.....	13,122	368,661	\$31.83	\$22.00	-7	+4.3
Buffalo ⁴	⁵ 15,133	580,188	⁶ 47.77	⁶ 20.95	+1.0	-1.3
Chicago.....	⁷ 80,860	⁷ 2,253,730	(³)	(³)	-3.3	-3.7
Cincinnati ⁴	7,379	188,973	28.73	17.89	+2.4	+3.2
Cleveland.....	17,287	472,286	34.66	17.42	-8	-13.0
Detroit.....	17,194	571,810	(³)	(³)	+8	+7
District of Columbia ⁸	2,069	51,980	30.96	19.58	+1.5	+1.9
Los Angeles ⁴	36,974	1,097,338	38.23	16.41	-6	-5.7
Milwaukee ⁴	16,418	441,825	33.19	12.82	-5.9	-3.9
Minneapolis.....	10,598	206,417	30.00	17.42	-4.2	-4.2
Newark.....	9,492	282,347	36.23	20.35	-7.0	-4.2
New Orleans ⁹	2,485	52,007	27.59	17.97	+2.7	+5.0
New York.....	¹⁰ 149,137	6,206,804	⁶ 48.68	⁶ 29.45	+2	+2.9
Philadelphia.....	¹⁰ 48,950	1,400,032	(³)	(³)	+1.9	+9.1
Pittsburgh ⁴	¹⁰ 30,518	782,422	(³)	(³)	+7.1	+12.8
Rochester.....	⁸ 7,622	291,077	⁶ 44.59	⁶ 19.33	+1.1	-3.3
St. Louis.....	¹¹ 6,227	¹¹ 135,387	25.45	13.20	-5.4	+10.3
San Francisco.....	7,824	201,616	40.68	19.29	-3.1	-2.6

¹ Data exclude cases receiving medical care, hospitalization, and/or burial only and total payments for such services to these cases and to cases also receiving money payments and/or assistance in kind.

² Excludes cost of administration, of medical care, hospitalization, and burial, of materials, equipment, and other items incident to operation of work-relief programs, and of special programs.

³ Not available.

⁴ Data relate to entire county in which city is located.

⁵ Includes cases receiving medical care only; number believed by State agency to be insignificant.

⁶ Based on data which are estimated to exclude obligations incurred for medical care, but not cases receiving medical care only; see footnote 5.

⁷ Includes cases receiving aid from special departments.

⁸ Accepts only unemployable cases.

⁹ Data relate to unemployable cases only.

¹⁰ Includes duplications, since in some cases relief was granted more than once during month.

¹¹ Excludes 1,001 cases receiving shelter care amounting to \$5,494.

Table 14.—Reasons for opening general relief cases, by selected city, January 1941

City	Cases opened		Accession rate ¹	Percent opened for specified reason			
	Number	Percentage change from December 1940		Loss of regular employment	Loss of WPA employment	Cessation of unemployment benefits	All other reasons
Baltimore.....	777	+19.7	12.9	11.4	2.1	0.1	86.4
Boston.....	1,596	+32.1	13.7	² 58.8	10.4	.1	30.7
Buffalo ³	1,024	+11.1	6.6	46.9	16.3	1.4	35.4
Chicago.....	2,974	-2.3	3.6	30.0	36.6	2.5	30.9
Cincinnati ³	924	+19.7	11.8	8.3	8.4	1.1	82.2
Cleveland.....	1,104	-7.5	6.0	23.4	18.4	1.5	56.7
Detroit.....	1,983	-11.0	12.5	23.9	15.4	2.3	58.4
District of Columbia ⁴	189	-10.0	8.5				100.0
Los Angeles ³	4,525	-4.2	13.3	(⁵)	15.1	(⁵)	(⁵)
Milwaukee ³	2,664	-5.2	19.2	27.9	7.4	1.0	63.7
Minneapolis.....	1,522	+4.4	15.0	49.3	8.8	2.0	39.9
Newark.....	556	+26.1	6.0	49.8	20.0	3.4	26.8
New Orleans ⁶	112	-21.7	4.7				100.0
New York.....	7,707	+4.5	5.4	32.4	14.5	5.0	48.1
Philadelphia.....	4,399	+14.2	9.6	40.5	29.3	3.0	27.2
Pittsburgh ³	3,739	-2.5	13.5	28.3	44.0	7.9	19.8
Rochester.....	540	+26.2	7.1	45.9	7.1	3.3	43.7
St. Louis ⁷	897	-28.3	12.6	21.5	26.9	.4	51.2
San Francisco.....	1,029	-6.5	14.8	(⁵)	5.4	1.2	(⁵)

¹ Cases opened as a percent of average number of cases open at beginning and end of month.² Includes cases opened because of insufficient earnings.³ Data relate to entire county in which city is located.⁴ Accepts only unemployable cases.⁵ Not available.⁶ Data relate to unemployable cases only.⁷ Data include cases receiving shelter care.

Table 15.—Reasons for closing general relief cases, by selected city, January 1941

City	Cases closed		Separation rate ¹	Percent closed for specified reason						All other reasons
	Number	Percentage change from December 1940		Regular employment obtained	Increased earnings or income	Transfer to WPA employment	Receipt of unemployment benefits	Receipt of old-age retirement and survivors benefits	Transfer to special types of public assistance	
Baltimore.....	610	-24.2	10.1	14.1	2.5	14.6	0.6		8.0	60.2
Boston.....	1,381	-18.2	11.9	26.6		² 39.0	3.5		7.0	23.9
Buffalo ³	1,080	+8.1	7.0	43.8	16.1	17.0	1.2	(⁵)	3.3	(⁵)
Chicago.....	6,220	+10.1	7.5	16.8	5.9	59.1	.4	(⁵)	3.5	14.3
Cincinnati ³	506	-20.9	6.5	26.7	3.0	9.3	3.7	0.4	10.9	46.0
Cleveland.....	1,297	+30.7	7.1	18.5	3.5	40.6	.6	.1	4.0	32.7
Detroit.....	2,429	+6.0	15.3	15.8	6.4	41.2	2.2		13.3	21.1
District of Columbia ⁴	134	-14.1	6.0	11.2	6.7	12.0	1.5		23.1	45.5
Los Angeles ³	5,024	+6.7	14.8	15.7	2.9	² 35.0	2.3	.1	6.3	37.7
Milwaukee ³	2,913	-22.6	21.0	18.2	2.4	25.3	1.3	(⁵)	1.9	50.9
Minneapolis.....	2,387	+75.8	23.5	5.3	2.4	64.0	1.1		1.3	25.9
Newark.....	983	-13.4	10.5	20.6	2.2	52.1	1.7	1.8	3.5	18.1
New Orleans ⁷	53	(⁵)	2.2	9.4		1.9			37.7	51.0
New York.....	8,786	+19.5	6.2	19.6	8.2	49.3	1.6	.2	6.3	14.8
Philadelphia.....	3,874	+2.3	8.5	33.6	7.8	20.7	2.8	(⁵)	15.0	20.1
Pittsburgh ³	2,633	-2.9	9.5	33.8	7.3	21.9	6.8	.1	17.8	12.3
Rochester.....	389	-14.9	5.1	40.4	19.8	18.8	2.0		5.1	13.9
St. Louis ⁶	1,187	+27.9	16.6	8.3	.2	68.3	.9		8.6	13.7
San Francisco.....	1,155	-17.3	16.6	10.4	2.7	² 29.9	1.6	.3	3.2	51.9

¹ Cases closed as a percent of average number of cases open at beginning and end of month.² Includes cases transferred to the NYA and CCC.³ Data relate to entire county in which city is located.⁴ Not available.⁵ Less than 0.1 percent.⁶ Accepts only unemployable cases.⁷ Data relate to unemployable cases only.⁸ Increase. Percentage change not computed because less than 100 cases closed.

Data include cases receiving shelter care.

Table 16.—Applications received by agencies administering general relief, by selected city, January 1941

City	Pending at end of December 1940	Received in January		Total in January	Disposed of in January				Pending at end of January
		Number	Percentage change from December 1940		Total	Accepted for general relief	Not accepted for general relief		
							Number	Percent	
Baltimore.....	219	969	+15.2	1,188	961	777	184	19.1	227
Boston.....	(1)	(1)	(1)	(1)	1,720	1,596	124	7.2	(1)
Buffalo ¹	401	1,664	-1.7	2,065	1,713	1,024	689	40.2	352
Chicago.....	2,790	4,908	+22.0	7,698	4,519	2,974	1,545	34.2	3,178
Cincinnati ²	75	2,087	+39.9	2,162	2,030	924	1,106	54.5	132
Cleveland.....	1,169	2,040	-3.0	3,209	2,203	1,104	1,099	49.9	1,006
Detroit.....	1,006	4,576	+11.6	5,672	4,375	1,983	2,392	54.7	1,297
District of Columbia ³	116	525	+21.0	641	418	189	229	54.8	223
Los Angeles ⁴	2,046	13,610	+7.7	15,656	13,597	4,525	9,072	66.7	2,059
Milwaukee ⁵	62	3,289	+6	3,351	3,201	2,664	537	16.8	150
Minneapolis.....	479	2,040	+6.0	2,519	2,043	1,522	521	25.5	476
Newark.....	261	932	+38.5	1,193	806	556	250	31.0	387
New Orleans ⁶	2,427	344	-11.3	2,771	368	112	256	69.6	2,403
New York.....	5,189	16,074	+7.5	21,263	14,917	7,707	7,210	48.3	6,346
Philadelphia.....	1,537	7,013	+6.8	8,570	7,086	4,390	2,687	37.9	1,484
Pittsburgh ⁷	1,060	4,677	-4.8	5,737	4,700	3,739	961	20.4	1,057
Rochester.....	264	958	+6.3	1,222	1,033	540	493	47.7	189
St. Louis ⁷	455	1,227	-24.7	1,682	1,356	897	459	33.8	326
San Francisco.....	393	3,735	+16.7	4,128	3,754	1,029	2,725	72.6	374

¹ Includes cases accepted for other types of assistance.

² Not available.

³ Data relate to entire county in which city is located.

⁴ Accepts only unemployable cases.

⁵ Data represent combined reports of 2 agencies—1 administering relief to

employable cases and 1 relief to unemployable cases; may include duplications because some cases may have applied to both agencies during month.

⁶ Data relate to unemployable cases only.

⁷ Data include cases receiving shelter care.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • RESEARCH AND STATISTICS DIVISION

Operations of the Employment Security Program

Labor-Market Developments

The volume of employment in manufacturing industries was in general maintained in January at previous levels, but lay-offs were made in the construction industry as a result of completion of some army camps and other military projects. The volume of employment in construction, however, continued at an unusually high level for this period of the year.

The strong demand for construction workers may well be expected to continue into the spring, as the erection of new plants and dwelling facilities in defense centers absorbs workers released from major defense projects approaching completion. An increasing number of firms have started building programs or will begin them soon, and more and more newly organized companies have announced factory construction plans. Aircraft plants and shipyards are prominent among construction jobs already well under way, particularly on the west coast.

Completion of expansion programs in plants with defense orders added to the steady demand for manufacturing workers. The gradual upswing of most phases of industrial activity continued, but at a lower rate of increase in employment. In some sections factory employment generally leveled off, and increases in defense industries equaled lay-offs in nondefense lines. Additional firms reached capacity operations and could not add workers until new facilities were obtained, while the number of firms whose production was curtailed by shortage of materials, equipment, or skilled workers increased. Included among these were shipyards and aircraft plants.

Seasonal reductions in construction relieved most of the recent stringencies in obtaining skilled building workers. Completion of large army projects also released workers needed for other jobs, especially in New England and New York. Shortage of construction workers increased in California and Hawaii, however, and skilled workers were recruited from other sections to work in Texas, Kentucky, Virginia, and most of the Southeast, where construction was little af-

ected by weather. As building picks up in the next few months, probably a markedly smaller pool of construction workers will be found available to meet what may well be an unprecedented demand.

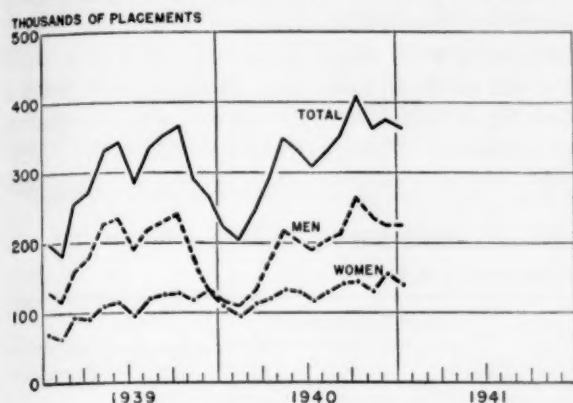
Only rarely were reserves of highly skilled workers reported in defense manufacturing occupations. Furthermore, there was still evidence that alleged shortages in many occupations were the result of low wages rather than a deficiency of competent workers, but it was apparent that some aircraft plants, shipyards, machine shops, and machine-tool concerns had considerable trouble locating much-needed skilled workers at prevailing or even higher than prevailing wage rates. Shortages in other industries were still mainly local, but the number of reported stringencies in the textile, garment, and shoe industries suggested that the need in these fields will probably become generally acute in the spring.

An inadequate number of farm laborers may result because, in practically every region, they are reported to be turning to factory work. Current rates of pay for farm work in the Southeast were not attracting the usual number of workers, even when other work was not immediately available.

Workers were generally turning from low-wage industries to look for jobs on defense projects, but no large-scale shortages of semiskilled or unskilled workers occurred. Partly responsible for prevention of such shortages in some areas was the widespread voluntary migration of workers. Many such migrants, however, unsuited for employment available in areas to which they moved, have become unemployed and stranded. More employers began to hire trainees and workers with less experience than hitherto acceptable, and to drop restrictive specifications of age, sex, and even physical condition. Competent Negroes and noncitizens were still reported available but were still barred by employer specifications from work in which shortages were claimed.

Rising wages followed the growing scarcity of workers in many sections. Higher pay even for

Chart 1.—Placements of men and women by public employment offices, January 1939–January 1941



service and domestic work has been reported. Competition for workers raised wage levels in many fields but had not yet caused an appreciable amount of labor "stealing." Gentlemen's agreements still prevented local pirating of workers in a large number of localities, but a few employers in the Great Lakes region indicated that it may be necessary to hire workers away from other plants in order to meet their production schedules.

Each month indicates new courses and increased enrollment in a steadily growing number of private and public vocational training schools, but dependable figures on the number of persons trained and placed in jobs using their training were not yet available. It is clear, however, that employers and public agencies are cooperating on an increasing scale to provide newly trained workers for defense industries, that graduates of training courses are having considerably less difficulty finding jobs, and that training facilities are rapidly becoming available in nearly every section of the country. Increasing attention is being given to the need for training schools in rural areas, and more employers have started their own training courses.

Review of the Month

Many more workers were employed in January than in the same month last year, but curtailment of activity in seasonal industries and the effects of certain administrative procedures, including the initiation of new benefit years in 39 States, contributed to a sharp increase in claims and unemployment benefits from December 1940. Benefits to unemployed workers increased 27 per-

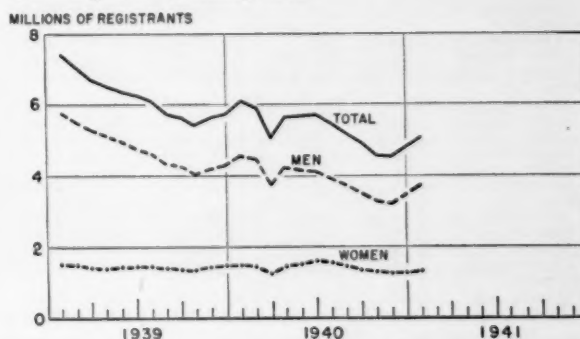
cent to \$39.3 million, and claims increased 23 percent to more than 4.9 million. As a result, the amount of payments in January was within about 4 percent of the amount paid in January 1940, although claim receipts were 19 percent lower than January 1940 receipts. A minimum of 988,000 unemployed workers received at least one benefit payment, and the average number of benefit recipients was 826,000 in January, as compared with 761,000 and 667,000, respectively, in December. The number of beneficiaries increased for the first time since June 1940.

The total volume of complete placements declined 3.8 percent to 363,000 in January. Beginning with January 1941 data, public and private placements are not separately reported, since clear distinctions between the two types can no longer be made because of defense construction and other activities paid for out of public appropriations. The reduction in the number of placements was decidedly less than the usual decline from December in recent years. More than two-thirds of the January placements—the highest proportion in recent years—were expected to last longer than one month. As applications for work increased sharply, the number of registrants on the active files of public employment offices rose to 5.1 million; this number, however, was the smallest for any January in the history of the United States Employment Service.

Placement Activities

Complete placements declined from December to 363,000 in January, but were 64 percent higher than in January 1940 and 82 percent higher than in January 1939. Decreases from December were reported by 31 States, including practically every

Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–January 1941



State west of the Mississippi. The largest reductions occurred in Louisiana and Mississippi. The sharp increases over December placements in North Carolina and South Carolina were due to jobs filled in connection with construction of military cantonments at Fort Bragg, Holly Ridge, and Camp Croft. Only 8 States showed a smaller volume of jobs filled this January than

last, while many States filled appreciably larger numbers of jobs. Exceptionally large gains were shown for South Carolina and Wyoming, where placements were respectively 6 times and 4 times as great as those made last January. At least a doubling of last January's volume was also shown for Arkansas, Florida, Kansas, Kentucky, Missouri, North Carolina, Rhode Island, and Ten-

Table 1.—Placement activities of public employment services for all registrants, by State, January 1941

[Data reported by State agencies, corrected to Feb. 21, 1941]

Social Security Board region and State	Complete placements				Supplemental placements	Applications received		Active file		
	Number	Percentage change from—		Regular (over 1 month)		Number	Percentage change from December 1940	Number as of Jan. 31, 1941	Percentage change from—	
		Decem-ber 1940	January 1940						Dec. 31, 1940	Jan. 31, 1940
Total.....	363,162	-3.8	+64.4	243,398	92,523	1,826,414	+22.2	5,093,050	+7.0	-16.2
Region I:										
Connecticut.....	6,996	+6.6	+74.1	4,979	26	28,475	+52.4	55,269	+45.8	-41.4
Maine.....	1,805	-7.6	+37.7	1,264	15	11,032	-1.6	33,126	+10.9	-6.2
Massachusetts.....	6,109	-10.4	+64.0	4,350	45	59,960	+25.7	201,297	+23.0	+3.2
New Hampshire.....	1,663	+8.4	-5.4	1,226	276	8,249	+5.9	19,164	-2.1	-11.3
Rhode Island.....	1,704	+10.9	+142.4	1,410	7	9,846	+13.2	25,819	-4.6	-42.2
Vermont.....	883	-22.9	+49.4	547	48	3,059	-6.1	12,442	+1.5	-30.8
Region II:										
New York.....	33,875	-8.8	+74.1	19,164	1,185	201,946	+2.0	520,208	+2.8	-15.5
Region III:										
Delaware.....	1,205	+20.6	+49.9	531	15	5,173	+67.0	11,153	+23.7	-22.9
New Jersey.....	12,466	-3.2	+47.9	8,038	98	67,917	+3.0	209,335	+11.1	-27.0
Pennsylvania.....	15,117	+2.1	+56.9	10,497	969	142,157	+16.2	391,611	+16.6	-9.5
Region IV:										
District of Columbia.....	4,971	+9.0	+54.8	2,175	0	17,132	+63.4	28,775	+20.7	-24.9
Maryland.....	4,684	-12.2	+63.4	3,187	4	23,283	+32.4	52,092	+10.1	-25.9
North Carolina.....	19,404	+39.7	+282.0	17,515	3,204	67,181	+104.7	112,094	+18.3	+14.5
Virginia.....	7,259	+3.5	+91.9	5,352	211	21,748	+19.0	47,154	+6	-23.1
West Virginia.....	2,672	-17.6	+36.6	1,677	159	22,722	+30.4	63,465	+3.7	-17.6
Region V:										
Kentucky.....	3,475	-15.2	+120.5	2,737	132	26,749	+79.0	88,934	+5.8	+3.9
Michigan.....	9,957	-11.8	+35.8	6,761	280	79,675	+24.1	135,814	-12.0	-38.2
Ohio.....	16,957	+3.3	+63.4	10,052	561	81,743	+21.7	306,099	-8	+13.9
Region VI:										
Illinois.....	17,032	+8	+38.8	10,929	1,072	91,067	+20.6	220,223	+17.6	+9.2
Indiana.....	9,571	-9.0	+63.9	6,935	527	46,815	+21.5	158,445	+7.8	-15.0
Wisconsin.....	6,809	-4.4	+38.8	4,200	349	36,534	+37.0	110,689	+9.7	-28.5
Region VII:										
Alabama.....	3,773	+26.2	+23.4	2,942	209	25,204	+13.8	88,459	-5.7	-41.9
Florida.....	11,091	-22.2	+184.4	9,880	614	28,298	+6.7	74,977	+4.8	+3.4
Georgia.....	8,216	+20.4	+44.7	6,131	117	31,693	+8.8	142,546	+1.3	-25.1
Mississippi.....	2,272	-42.7	-14.9	1,796	66	19,799	+39.4	60,894	+3.1	-20.0
South Carolina.....	12,258	+90.7	+483.4	11,528	232	23,387	+57.0	50,144	+4.2	-49.6
Tennessee.....	8,345	+1.9	+130.4	6,705	23,987	24,914	+60.8	116,435	+3.0	-14.4
Region VIII:										
Iowa.....	4,874	-17.7	-8.7	2,733	582	26,146	+32.2	79,126	+2.1	-21.8
Minnesota.....	4,019	-14.4	+19.0	2,417	98	32,906	+20.5	112,503	-1.0	-21.4
Nebraska.....	1,572	-26.3	+1.6	842	22	12,154	+26.0	45,900	+9.2	-10.0
North Dakota.....	1,418	-32.7	+44.1	634	20	6,587	+56.5	26,944	+9.1	-2.1
South Dakota.....	894	-18.3	+21.5	343	25	4,499	-2.7	23,038	+6.0	-27.1
Region IX:										
Arkansas.....	6,359	-26.5	+176.5	3,420	11,075	15,773	+16.0	40,128	-1.9	-35.6
Kansas.....	5,831	-10.1	+139.6	3,894	595	23,034	-3.2	61,414	-2.5	+32.5
Missouri.....	11,599	+18.4	+115.5	9,126	821	66,350	+6.3	202,414	+7.2	+8.0
Oklahoma.....	2,897	-21.2	-3.3	1,386	214	23,738	+51.6	43,007	+8.3	-53.4
Region X:										
Louisiana.....	5,194	-37.8	+40.1	4,269	638	32,669	+39.4	121,493	+15.1	+15.6
New Mexico.....	1,012	-28.2	-2.1	690	152	8,584	+41.4	28,599	+12.6	-4.0
Texas.....	39,937	-10.6	+51.8	24,189	25,640	104,185	+36.7	257,292	+10.5	-10.8
Region XI:										
Arizona.....	2,516	+11.8	-22.6	1,623	9,104	7,370	+34.8	19,263	+9.4	-23.7
Colorado.....	2,533	-20.4	+14.2	1,231	65	18,330	+24.6	58,295	+13.2	-11.2
Idaho.....	1,103	-22.2	+19.0	625	18	10,592	+33.6	20,156	+25.0	+18.3
Montana.....	684	-29.4	+7.5	426	144	6,637	+49.1	22,980	+20.0	-29.8
Utah.....	1,451	-8.1	+34.5	494	16	9,201	+37.2	23,540	-7.3	-5.1
Wyoming.....	1,747	-19.7	+326.1	1,575	19	5,870	+30.2	7,808	+19.3	-28.9
Region XII:										
California.....	23,997	-7.4	+58.8	13,495	5,907	141,625	+20.9	433,857	+9.1	-25.7
Nevada.....	821	-8.3	-3.9	442	161	3,112	+31.4	6,062	+3.1	-20.7
Oregon.....	5,523	+3	+42.8	3,040	737	23,307	+22.1	42,515	+1.2	-14.3
Washington.....	4,923	+3	+9.3	2,984	2,315	34,947	+12.9	70,680	-13.0	-44.5
Territories:										
Alaska.....	421	+14.4	-8.1	208	27	924	+14.8	1,927	+13.3	-33.4
Hawaii.....	1,268	+18.1	+57.1	804	20	2,116	+57.8	7,446	+5	-24.4

nessee. Supplementary placements, numbering approximately 93,000, increased for the first time since October 1940. The increase of 3.8 percent from December chiefly reflected the gain in agricultural employment (table 1).

Applications for work received in January totaled 1.8 million, an increase of 22 percent from

December and the largest number since March 1934. In addition to increased use of public employment offices for recruiting labor in connection with the defense program, the rise largely reflects applications for work received from claimants for unemployment benefits.

As a result, the number of job seekers registered

Table 2.—Placement activities of public employment services for men and women, by State, January 1941

[Data reported by State agencies, corrected to Feb. 21, 1941]

Social Security Board region and State	Men						Women					
	Complete placements			Applications received	Active file		Complete placements			Applications received	Active file	
	Number	Percent-age change from January 1940	Regular (over 1 month)		Number as of Jan. 31, 1941	Percent-age change from Jan. 31, 1940	Number	Percent-age change from January 1940	Regular (over 1 month)		Number as of Jan. 31, 1941	Percent age change from Jan. 31, 1940
Total	223, 016	+95. 0	164, 352	1, 334, 169	3, 744, 898	-18. 1	140, 146	+31. 5	79, 046	492, 245	1, 348, 152	-10. 5
Region I:												
Connecticut	4, 094	+86. 3	3, 104	19, 621	37, 097	-43. 2	2, 902	+59. 4	1, 875	8, 854	18, 172	-37. 4
Maine	1, 005	+23. 0	698	8, 267	25, 234	-5. 0	800	+61. 9	566	2, 765	7, 892	-9. 7
Massachusetts	3, 238	+73. 6	2, 392	41, 303	125, 779	+3. 4	2, 871	+54. 4	1, 958	18, 657	75, 518	+2. 9
New Hampshire	1, 133	-15. 1	833	6, 037	12, 808	-14. 6	530	+25. 0	393	2, 212	6, 356	-3. 9
Rhode Island	764	+191. 6	648	6, 195	15, 267	-43. 4	940	+113. 2	762	3, 651	10, 552	-40. 4
Vermont	484	+63. 5	342	2, 256	9, 123	-31. 9	399	+35. 2	205	803	3, 319	-27. 8
Region II:												
New York	14, 719	+95. 3	10, 119	135, 890	359, 336	-16. 5	19, 156	+60. 7	9, 045	66, 056	160, 872	-13. 2
Region III:												
Delaware	306	+20. 9	226	3, 540	7, 744	-25. 5	899	+63. 2	305	1, 633	3, 409	-16. 2
New Jersey	5, 318	+91. 2	3, 921	44, 076	135, 883	-29. 6	7, 148	+26. 6	4, 117	23, 541	73, 452	-21. 6
Pennsylvania	7, 533	+83. 7	5, 772	104, 694	295, 492	-13. 6	7, 584	+37. 1	4, 725	37, 463	106, 119	+3. 8
Region IV:												
District of Columbia	2, 429	+144. 6	995	11, 606	19, 025	-25. 6	2, 542	+14. 6	1, 180	5, 526	9, 750	-23. 6
Maryland	3, 218	+86. 0	2, 323	15, 996	33, 117	-38. 5	1, 466	+29. 0	864	7, 287	18, 975	+15. 5
North Carolina	16, 693	+497. 0	15, 870	57, 587	85, 085	+25. 3	2, 711	+18. 7	1, 645	9, 594	27, 009	-10. 0
Virginia	4, 869	+143. 6	4, 065	15, 182	33, 076	-27. 7	2, 390	+34. 0	1, 347	6, 566	14, 078	-9. 5
West Virginia	1, 193	+52. 0	907	18, 098	53, 037	-18. 0	1, 479	+26. 3	770	4, 624	10, 428	-15. 4
Region V:												
Kentucky	2, 434	+206. 5	2, 107	20, 457	70, 494	+5. 0	1, 041	+33. 1	630	6, 292	18, 440	+1. 1
Michigan	5, 507	+44. 6	4, 008	58, 396	105, 230	-39. 4	4, 450	+26. 2	2, 753	21, 279	30, 584	-33. 4
Ohio	8, 388	+82. 0	5, 345	57, 447	226, 767	+10. 7	8, 569	+48. 5	4, 707	24, 296	79, 332	+24. 2
Region VI:												
Illinois	9, 347	+64. 8	6, 450	66, 165	161, 044	+8. 3	7, 685	+16. 5	4, 479	24, 902	59, 179	+11. 9
Indiana	5, 359	+133. 3	4, 216	35, 008	116, 457	-19. 5	4, 212	+18. 9	2, 719	11, 807	41, 958	+1. 8
Wisconsin	3, 776	+48. 0	2, 172	23, 315	84, 377	-32. 5	3, 033	+28. 8	2, 028	13, 219	26, 312	-11. 8
Region VII:												
Alabama	2, 091	+13. 7	1, 679	18, 552	70, 414	-43. 3	1, 682	+38. 0	1, 263	6, 652	18, 045	-35. 8
Florida	8, 711	+338. 8	8, 074	21, 315	54, 488	+2. 2	2, 380	+24. 3	1, 806	6, 983	20, 489	+6. 9
Georgia	5, 916	+59. 7	4, 825	21, 665	100, 030	-29. 9	2, 300	+16. 4	1, 606	10, 028	42, 516	-10. 9
Mississippi	1, 191	-36. 9	926	14, 812	47, 359	-25. 3	1, 081	+38. 2	870	4, 987	13, 535	+6. 5
South Carolina	11, 130	+655. 6	10, 609	19, 193	37, 701	-51. 4	1, 128	+79. 6	919	4, 194	12, 443	-43. 4
Tennessee	5, 298	+228. 4	4, 720	17, 553	81, 441	-19. 9	3, 047	+51. 7	1, 985	7, 361	34, 994	+1. 7
Region VIII:												
Iowa	2, 769	-9. 0	1, 569	18, 923	61, 548	-21. 2	2, 105	-8. 4	1, 164	7, 223	17, 578	-24. 2
Minnesota	1, 890	+32. 0	1, 168	23, 985	88, 171	-20. 1	1, 229	+9. 4	1, 249	8, 921	24, 332	-26. 1
Nebraska	852	-15. 8	437	8, 724	37, 379	-9. 0	720	+34. 6	405	3, 430	8, 521	-14. 3
North Dakota	677	+96. 2	256	4, 412	20, 654	-6. 0	741	+16. 0	378	2, 175	6, 290	+13. 4
South Dakota	435	+29. 1	176	3, 389	17, 906	-27. 5	459	+15. 0	167	1, 110	5, 132	-25. 9
Region IX:												
Arkansas	4, 299	+274. 2	2, 438	12, 249	31, 828	-36. 8	2, 060	+79. 0	982	3, 524	8, 300	-30. 3
Kansas	4, 308	+205. 5	3, 168	18, 028	49, 872	+31. 5	1, 523	+48. 7	726	5, 006	11, 542	+37. 0
Missouri	8, 178	+219. 4	6, 907	51, 013	157, 147	+10. 8	3, 421	+21. 2	2, 219	15, 337	45, 267	-6. 6
Oklahoma	1, 132	-26. 5	590	18, 267	33, 746	-56. 2	1, 765	+21. 3	826	5, 471	9, 261	-39. 0
Region X:												
Louisiana	3, 080	+89. 0	2, 786	26, 474	100, 578	+17. 4	2, 105	+1. 5	1, 483	6, 195	20, 915	+7. 6
New Mexico	624	+6. 6	471	7, 488	24, 603	-22. 4	388	-6. 3	219	1, 096	3, 906	-32. 8
Texas	29, 659	+76. 1	19, 364	84, 210	205, 145	-7. 0	10, 278	+8. 6	4, 825	19, 975	52, 147	-23. 4
Region XI:												
Arizona	1, 542	-35. 2	1, 187	5, 697	15, 600	-25. 2	974	+11. 7	436	1, 673	3, 663	-16. 5
Colorado	1, 289	+8. 6	673	13, 856	44, 209	-17. 6	1, 244	+20. 5	558	4, 474	14, 086	+18. 0
Idaho	502	+22. 4	270	9, 028	17, 950	+17. 3	601	+16. 2	355	1, 564	2, 206	+26. 8
Montana	346	-23. 6	233	5, 547	19, 509	-28. 3	338	+84. 7	193	1, 090	3, 471	-37. 4
Utah	637	+32. 4	302	7, 234	19, 629	-4. 6	814	+36. 1	192	1, 967	3, 911	-7. 5
Wyoming	1, 589	+475. 7	1, 505	4, 945	6, 457	-28. 8	158	+17. 9	70	925	1, 351	-29. 3
Region XII:												
California	14, 010	+78. 3	8, 120	96, 633	296, 709	-30. 6	9, 987	+37. 8	5, 375	44, 992	137, 148	-12. 4
Nevada	509	+5. 5	331	2, 490	4, 840	-22. 3	252	-12. 5	111	622	1, 222	-13. 7
Oregon	3, 765	+40. 8	2, 353	17, 842	34, 738	-14. 0	1, 758	+47. 0	687	5, 465	7, 777	-15. 4
Washington	3, 327	+6. 6	2, 178	27, 223	56, 552	-45. 0	1, 596	+15. 4	806	7, 724	14, 128	-42. 3
Territories:												
Alaska	327	-17. 0	191	813	1, 680	-35. 7	94	+46. 9	17	111	241	-11. 1
Hawaii	1, 057	+55. 7	723	1, 473	5, 507	-24. 6	211	+64. 8	81	643	1, 939	-24. 0

for work at the end of January increased 7 percent to approximately 5.1 million, but was 16 percent lower than on January 31, 1940. All but 10 States indicated fewer job seekers than a year ago. The decreases were pronounced not only in many industrial States but also in a number of States in which agriculture predominates. In Oklahoma and South Carolina the number of job seekers was half the volume of a year ago, and only slightly smaller reductions were shown in Alabama, Connecticut, Rhode Island, and Washington. Of the States reporting more registrants, Kansas showed the largest increase of 33 percent. Here, as in some other States, the increase probably resulted from an intensified registration program to meet the labor needs of the defense program.

In January, 223,000 placements completed by the public employment offices were filled by men and 140,000 by women. Placements of men practically doubled those made in January of last year while placements of women increased about one-third. The sharper increase in male placements reflects to a considerable extent the large-scale expansion in construction placements resulting from the needs of the defense program, as well as replacement of men drafted for military service. Placements for men increased over January 1940 in all but 7 States, and for women in all but 3 States. Job placements of men were from 2 to 8 times as numerous as in January 1940 in Arkansas, the District of Columbia, Florida, Indiana, Kansas, Kentucky, Missouri, North Carolina, Rhode Island, South Carolina, Tennessee, Virginia, and Wyoming. Only 5 States showed increases of less than 20 percent in placements of men. Placements of women doubled in volume from January 1940 in Rhode Island, and increases of more than 50 percent were shown for Arkansas, Connecticut, Delaware, Hawaii, Maine, Massachusetts, Montana, New York, South Carolina, and Tennessee. About three-fourths of the jobs filled by men and more than half of the jobs filled by women were expected to last longer than a month (table 2).

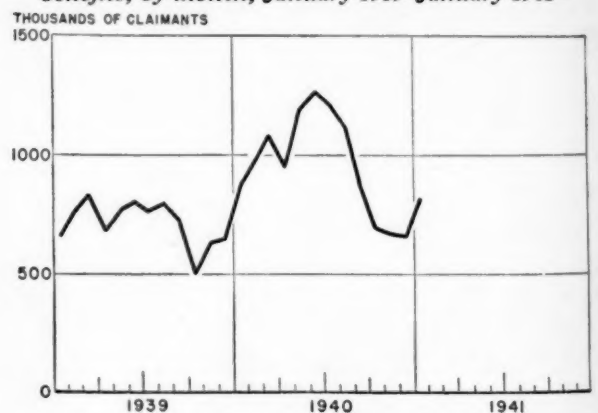
The number of applications filed by men increased 15 percent over January 1940 to more than 1.3 million, while those filed by women increased 12 percent to 492,000. At the end of January, the active file of men had decreased 18 percent from January 1940 to 3.7 million; the number of women job seekers had declined 11 percent to 1.3 million.

The number of male job seekers registered this January was lower in all but 10 States, and the number of female registrants in all but 15 States.

Employment Changes

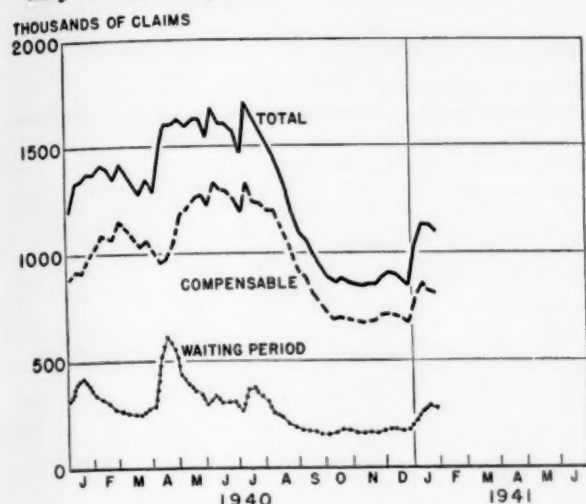
Special reports from State agencies indicated that employment changes in a number of industries contributed significantly to increased claim loads during January. Connecticut reported seasonal lay-offs in construction, textiles, and retail trade. New Jersey reported construction employment curtailed with the completion of many defense projects, as well as lay-offs in textiles and in retail trade. Pennsylvania reported seasonal lay-offs in apparel, textiles, glass, leather goods, fruit-canning, and retail trade. Customary year-end lay-offs occurred in Illinois in the retail-trade, canning, distilling, meat-packing, clothing, auto-accessory, radio, and roofing-materials industries; moreover, a labor dispute added to the number of claims filed. Indiana reported lay-offs in construction, furniture, lumber, and retail trade and the shut-down of a large automobile plant for inventory purposes. Michigan reported temporary lay-offs, largely seasonal in character, in some plants in automobile and related manufacturing, refrigerator and other consumer types of machinery manufacturing, canning, and retail trade. Ohio reported lay-offs in construction, transportation, communication and utilities, retail trade, apparel, food manufacturing, and iron and steel. Alabama reported usual seasonal lay-offs in trade; Florida, curtailed employment in cigar manufacturing; North Carolina and South Carolina, lay-offs in tobacco manufacturing; Iowa, decreased

Chart 3.—Average weekly number of claimants drawing benefits, by month, January 1939–January 1941¹



¹ Benefits not payable in Illinois and Montana until July 1939.

Chart 4.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–January 1941



employment in the construction, meat-packing, and produce industries; and Minnesota, lay-offs in iron-ore mining, water transportation, telephone and other public utilities, and contract construction. Wisconsin reported a large-scale lay-off by one manufacturer for inventory, and seasonal lay-offs of construction workers, stevedores, and retail-trade employees. Oklahoma reported curtailed employment in coal mining, cotton processing, and retail trade; construction employment was also reduced as a result of inclement weather and the completion of the army cantonment project at Fort Sill. Wyoming reported continuing seasonal lay-offs in industries affected by tourist trade, and in lumbering, construction, and sugar and cement manufacturing.

Sharply reduced claim loads, on the other hand, were reported by Maine and New Hampshire, where employment in the shoe industry approached its seasonal peak; New Hampshire also reported increasing employment in logging and textile activities.

Insurance Activities

Claims received.—Widespread increases in continued claims receipts in 46 States in January reflected in part the initiation of new benefit years by many claimants in the States in which benefit payments began in a previous January. January tends to be one of the peak months each year, since workers exhausting benefit rights before the end of their benefit year must wait until

January to file a claim initiating a new benefit year. In 1940 initial claims filed in January exceeded those in any month except April (table 3).

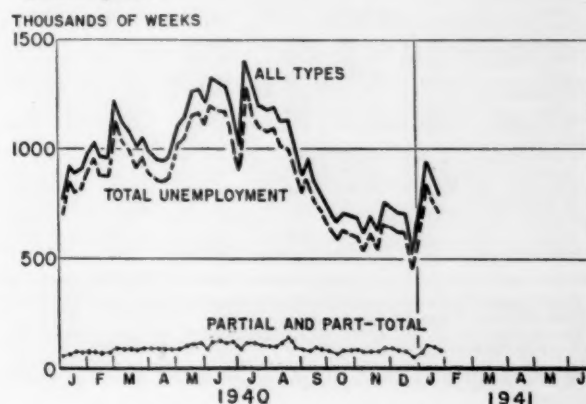
January claim receipts in Oregon more than tripled those for December, primarily because of the initiation of the uniform benefit year. Increases of more than 50 percent occurred in Idaho, Indiana, Iowa, Minnesota, Montana, Nebraska, North Dakota, Vermont, and Wisconsin. Reduced claim receipts were reported by Hawaii, Kentucky, Maine, Massachusetts, and New Hampshire. Continued claims filed to meet waiting-period requirements of State laws increased more sharply than did compensable claims, because of the beginning of new benefit years.

Seasonal unemployment and the initiation of new benefit years resulted in a 24-percent expansion in January of the weekly average of continued claims for all types of unemployment. The weekly average of more than 1 million claims filed this month represented the highest volume since August 1940. Forty-seven States reported increases from December in the weekly average of claim receipts during weeks ended within the month (table 4).

The peak for January occurred in the week ended January 11, when claim receipts reached 1.1 million. This total represented the largest weekly volume since August 31, 1940. In the next 2 weeks of the month, claim receipts declined slightly.

For total unemployment, average weekly continued claim receipts approximated 974,000 in January, an increase of 25 percent from December and the largest weekly average since August

Chart 5.—Number of weeks compensated, by type of unemployment, for weeks ended January 1940–January 1941



1940. The proportion of weekly claim receipts for total unemployment to all claims remained

practically unchanged throughout the month at about 90 percent. During the week ended Janu-

Table 3.—Continued claims received, weeks compensated, and benefits paid, by State, January 1941

[Data reported by State agencies, corrected to Feb. 21, 1941]

Social Security Board region and State	Continued claims ¹			Weeks compensated					Benefits paid				
	Total number	Per- cent- age change from Decem- ber	Compen- sable	Num- ber	Per- cent- age change from Decem- ber	Type of unemployment			Amount ²	Per- cent- age change from Decem- ber	Type of unemployment		
						Total	Partial and part- total combined ³	Partial only ⁴			Total	Partial and part- total combined ³	Partial only ⁴
Total.....	4,930,669	+23.5	3,722,369	3,737,483	+25.6	3,343,126	394,357	—	\$39,270,163	+27.1	\$36,637,515	\$2,594,848	—
Region I:													
Connecticut.....	48,457	+37.2	31,522	28,948	+17.2	25,005	3,943	(⁵)	278,262	+22.6	254,159	23,723	(⁵)
Maine.....	36,019	-20.0	32,073	33,448	-15.2	24,337	9,111	7,048	215,286	-14.6	162,527	52,758	\$40,547
Massachusetts.....	219,051	-8.4	179,969	204,726	+10.9	175,467	29,259	27,764	2,012,117	+13.3	1,830,464	160,615	151,397
New Hampshire.....	19,134	-30.5	14,400	14,649	-32.6	10,682	3,967	(⁵)	117,809	-25.6	98,036	19,746	(⁵)
Rhode Island.....	36,465	+5.8	31,305	31,305	+25.4	25,259	6,046	(⁵)	315,799	+23.1	286,250	29,549	(⁵)
Vermont.....	15,903	+61.4	9,784	9,233	+41.1	8,528	705	543	89,670	+62.1	85,743	3,815	2,702
Region II:													
New York.....	810,829	+18.0	649,884	691,664	+37.1	691,664	(⁵)	(⁵)	8,174,792	+36.8	8,174,792	(⁵)	(⁵)
Region III:													
Delaware.....	10,920	+36.5	7,961	7,910	+16.4	5,206	2,704	2,571	61,303	+20.0	46,053	15,202	14,409
New Jersey.....	209,794	+43.0	136,650	133,355	+46.6	133,355	(⁵)	(⁵)	1,259,862	+42.5	1,259,862	(⁵)	(⁵)
Pennsylvania.....	402,002	+24.9	271,166	273,998	+41.7	273,998	(⁵)	(⁵)	2,958,812	+38.5	2,958,812	(⁵)	(⁵)
Region IV:													
Dist. of Columbia.....	26,178	+25.4	21,181	19,616	+9.9	18,470	1,146	(⁵)	236,265	+11.2	222,933	12,646	(⁵)
Maryland.....	50,988	+11.0	45,295	42,209	+19.5	33,577	8,632	8,470	352,536	+17.3	305,313	47,154	46,103
North Carolina.....	78,442	+14.1	60,385	62,782	+25.9	58,466	4,316	3,869	295,156	+30.3	281,714	13,389	11,408
Virginia.....	40,465	+4.8	40,810	42,996	+22.7	37,832	5,164	3,979	340,482	+23.6	311,482	28,984	21,354
West Virginia.....	41,508	+11.9	30,792	29,661	+19.3	27,809	1,852	(⁵)	254,978	+22.4	235,009	19,969	(⁵)
Region V:													
Kentucky.....	27,970	-2	23,710	42,922	-3.1	34,612	8,310	(⁵)	303,998	-6.8	265,304	37,095	(⁵)
Michigan.....	126,132	+21.6	91,654	103,666	+56.4	97,361	6,305	(⁵)	1,202,392	+58.6	1,167,811	34,581	(⁵)
Ohio.....	265,323	+26.9	186,857	191,813	+39.8	157,921	33,892	(⁵)	1,795,918	+42.9	1,613,298	167,374	(⁵)
Region VI:													
Illinois.....	330,256	+29.2	283,531	281,925	+21.6	194,481	87,444	69,045	3,227,045	+23.3	2,589,004	632,239	465,383
Indiana.....	93,039	+57.3	66,051	65,856	+42.8	49,533	16,323	(⁵)	626,902	+43.4	538,917	87,600	(⁵)
Wisconsin.....	68,321	+55.0	36,056	36,116	+45.4	33,335	2,781	1,279	379,411	+46.2	359,714	19,697	8,295
Region VII:													
Alabama.....	64,511	+14.0	48,202	46,559	-9	43,530	3,129	1,691	308,710	+1.4	292,447	15,784	7,822
Florida.....	47,405	+23.4	34,939	35,905	+17.5	30,472	5,433	(⁵)	351,250	+18.6	314,220	37,030	(⁵)
Georgia.....	51,502	+12.3	36,786	36,681	-1.8	34,352	2,329	1,326	244,667	-6	235,305	9,362	5,666
Mississippi.....	32,395	+24.4	25,917	24,284	+25.3	22,218	2,066	1,361	157,988	+27.1	147,004	10,964	7,166
South Carolina.....	35,440	+26.6	26,004	25,745	+24.7	22,486	3,259	1,804	168,696	+24.2	153,382	15,213	8,096
Tennessee.....	89,126	+26.5	71,412	66,640	+42.5	59,377	7,263	3,767	471,115	+24.2	436,933	34,182	17,590
Region VIII:													
Iowa.....	73,524	+77.3	40,678	40,134	+46.9	35,403	4,731	1,211	366,590	+47.9	339,196	27,028	6,094
Minnesota.....	139,810	+63.3	106,097	94,416	+27.2	87,354	7,062	(⁵)	982,409	+28.2	926,411	55,998	(⁵)
Nebraska.....	31,132	+68.4	22,250	21,845	+45.1	20,026	1,819	1,072	200,852	+45.1	187,551	13,281	7,588
North Dakota.....	12,059	+63.8	8,442	7,541	+58.2	7,016	525	292	74,290	+57.7	70,180	4,063	2,286
South Dakota.....	8,891	+40.2	6,923	6,517	+58.0	6,263	254	(⁵)	48,813	+55.3	47,195	1,618	(⁵)
Region IX:													
Arkansas.....	44,483	+25.3	31,040	31,040	+20.4	28,981	2,059	124	187,487	+19.1	179,530	7,955	503
Kansas.....	37,905	+34.9	21,093	20,624	+27.8	18,037	2,587	1,636	183,104	+26.8	166,165	16,939	10,076
Missouri.....	116,024	+9.4	69,078	62,319	-15.9	51,657	10,662	5,638	526,936	-10.6	481,636	52,246	23,894
Oklahoma.....	45,987	+29.0	32,058	31,270	+15.0	26,114	5,156	1,011	286,908	+13.9	255,202	31,706	4,434
Region X:													
Louisiana.....	83,193	+18.8	66,178	65,247	+17.5	59,137	6,110	(⁵)	579,271	+16.4	533,834	44,515	(⁵)
New Mexico.....	15,248	+22.6	12,344	10,854	+2.4	10,210	644	264	96,250	+1.6	91,351	4,899	1,939
Texas.....	129,862	+7.3	111,069	81,192	+4.8	66,886	14,306	(⁵)	633,911	+2.7	560,187	73,407	(⁵)
Region XI:													
Arizona.....	12,408	+11.8	9,070	8,872	+8.6	8,346	526	28	94,445	+9.0	90,651	3,794	178
Colorado.....	39,022	+35.7	30,707	30,319	+27.0	27,744	2,575	1,414	303,309	+26.4	283,940	19,305	10,076
Idaho.....	35,087	+65.5	24,518	21,507	+76.1	20,583	924	(⁵)	247,033	+80.0	239,605	7,418	(⁵)
Montana.....	43,779	+54.8	32,189	28,902	+39.8	28,902	(⁵)	(⁵)	322,215	+42.1	322,215	(⁵)	(⁵)
Utah.....	22,216	+22.2	18,474	18,380	+41.5	16,534	1,846	348	199,913	+47.1	187,008	12,905	2,707
Wyoming.....	10,387	+39.2	7,056	6,162	+12.3	5,367	795	439	76,995	+11.0	70,076	6,919	3,379
Region XII:													
California.....	554,921	+19.7	455,050	453,937	+19.2	389,817	64,120	47,604	6,256,550	+19.2	5,675,443	576,722	415,994
Nevada.....	13,577	+46.4	10,608	10,166	+30.5	9,350	816	379	134,159	+30.9	125,690	8,460	3,778
Oregon.....	66,279	+209.9	34,816	26,333	+58.8	23,463	2,870	2,128	330,207	+67.4	301,643	23,013	16,583
Washington.....	104,937	+45.2	73,726	71,416	+21.1	63,266	8,150	(⁵)	887,194	+22.5	816,405	70,789	(⁵)
Territories:													
Alaska.....	3,434	+16.0	2,531	2,034	+12.2	1,901	133	0	29,208	+10.6	27,843	1,365	0
Hawaii.....	2,929	-5.0	2,078	1,744	+2	1,436	308	300	13,902	-1	12,070	1,832	1,765

¹ Waiting-period claims are represented by difference between total number and number of compensable claims.

² Benefits for partial and part-total unemployment are not provided by State law in Montana, New Jersey, New York, and Pennsylvania.

³ Includes supplemental payments, not classified by type of unemployment.

⁴ Data for partial unemployment included with data for part-total unemployment.

⁵ Payments for partial and part-total unemployment are made for benefit periods of 1 quarter. Number of weeks represented by each such payment is determined by dividing payment by claimant's benefit rate for total unemployment.

Table 4.—Continued claims received for all types of unemployment,¹ by State, for weeks ended in January 1941

[Data reported by State agencies, corrected to Feb. 20, 1941]

[In thousands]

Social Security Board region and State	Weekly average		Number for week ended—			
	Num- ber	Per- cent- age change from De- cember	Jan. 4	Jan. 11	Jan. 18	Jan. 25
Type of unemployment:						
All types	1,093.1	+23.7	1,024.7	1,132.6	1,124.1	1,091.9
Total only	973.6	+24.8	916.2	1,001.4	996.8	980.1
All types						
Region I:						
Connecticut	10.2	+25.4	8.7	10.4	10.6	11.0
Maine	8.4	-18.5	8.9	9.5	8.0	7.1
Massachusetts	52.9	+8.5	57.7	54.4	51.1	48.5
New Hampshire	4.6	-26.3	4.8	5.3	4.1	4.1
Rhode Island	8.0	+3.4	8.6	7.9	8.0	7.7
Vermont	3.5	+57.8	3.2	3.6	3.7	3.3
Region II:						
New York	177.9	+15.4	169.7	183.9	180.8	177.3
Region III:						
Delaware	2.3	+30.3	1.6	2.2	2.4	2.8
New Jersey	45.1	+39.5	40.9	44.6	47.2	47.6
Pennsylvania	92.1	+35.4	95.2	102.2	86.4	84.3
Region IV:						
Dist. of Columbia	5.1	+8.6	3.1	5.4	5.8	6.1
Maryland	11.4	+10.0	11.7	11.9	11.4	10.7
North Carolina	18.9	+29.3	22.1	19.4	17.0	17.2
Virginia	11.0	+13.2	11.5	13.2	9.9	9.5
West Virginia	9.2	+7.9	9.4	9.5	8.8	8.9
Region V:						
Kentucky	5.8	-6.5	7.0	5.2	5.7	5.2
Michigan	28.1	+31.4	23.6	25.0	31.4	34.6
Ohio	58.6	+22.9	51.4	65.3	60.4	57.4
Region VI:						
Illinois	73.0	+25.4	65.1	82.4	76.0	68.5
Indiana	21.2	+58.6	16.1	24.4	23.8	20.5
Wisconsin	15.1	+57.0	11.7	14.2	18.6	15.8
Region VII:						
Alabama	14.6	+4.9	15.4	15.1	14.4	13.2
Florida	11.2	+37.1	12.0	12.9	10.4	9.7
Georgia	11.2	+6.2	10.2	11.6	10.5	12.3
Mississippi	6.9	+19.9	6.5	7.0	7.0	7.2
South Carolina	8.2	+34.1	8.8	8.6	6.9	8.5
Tennessee	21.0	+43.7	22.9	22.2	20.5	18.5
Region VIII:						
Iowa	15.7	+69.9	12.0	15.8	17.2	17.9
Minnesota	27.6	+32.5	22.4	25.5	31.5	31.1
Nebraska	6.6	+59.8	5.3	6.6	7.2	7.5
North Dakota	2.5	+59.9	1.9	2.4	3.1	2.9
South Dakota	1.9	+37.2	1.7	2.0	2.0	2.1
Region IX:						
Arkansas	9.9	+34.6	9.2	10.4	9.7	10.3
Kansas	7.9	+20.7	7.2	7.1	8.8	8.3
Missouri	25.0	+2.5	21.6	26.4	26.4	25.4
Oklahoma	10.0	+26.5	8.8	9.9	10.4	11.1
Region X:						
Louisiana	18.7	+17.9	17.3	19.6	19.9	18.0
New Mexico	3.3	+16.7	3.1	3.3	3.3	3.5
Texas	28.7	+3.9	26.9	28.5	29.7	29.5
Region XI:						
Arizona	2.8	+7.0	2.5	2.9	2.8	2.8
Colorado	8.5	+29.0	7.4	8.0	9.2	9.3
Idaho	7.4	+59.6	6.2	7.1	8.1	8.3
Montana	9.2	+44.1	7.2	8.8	10.2	10.7
Utah	4.9	+20.7	4.4	5.1	5.2	4.9
Wyoming	2.2	+32.8	1.8	2.3	2.3	2.7
Region XII:						
California	122.6	+21.2	111.8	122.9	129.4	126.1
Nevada	2.8	+29.2	2.4	2.8	3.0	3.0
Oregon	14.4	+191.6	12.9	11.6	17.1	16.1
Washington	23.7	+57.4	20.4	25.0	25.5	23.9
Territories:						
Alaska	.7	+5.4	.8	.7	.9	.4
Hawaii	.6	-17.6	.7	.6	.4	.6

¹ Represents claims for total, partial, and part-total unemployment.

² See table 3, footnote 2.

ary 11, more than 1 million workers filed claims for total unemployment, the highest number since the week ended August 31, 1940.

Benefit payments.—Most of the States experiencing increased claims reported increased payments; in several States, however, benefit payments increased more sharply than claims because unprocessed claims from December were disposed of. Increases in payments were reported in 45 States; in only 4 were they less than 10 percent. The sharpest increase of 80 percent occurred in Idaho; in Oregon and Vermont, benefits were more than 60 percent higher than in December. The increase in Idaho was largely attributable to seasonal curtailment of employment in retail trade and lumbering and construction. Other sizable increases, ranging from 50 to 60 percent, occurred in Michigan, North Dakota, and South Dakota. Lay-offs in retail trade were common to each, and in the Dakotas seasonal curtailment in meat packing was a contributing factor. Increases exceeded 40 percent in Indiana, Iowa, Montana, Nebraska, New Jersey, Ohio, Tennessee, Utah, and Wisconsin. Among the States in which benefit payments declined, New Hampshire reported the largest reduction—26 percent—and Maine and Missouri each showed decreases of more than 10 percent.

Of the 23 States with at least 3 years of full benefit-payment experience, 8 jurisdictions—California, the District of Columbia, Louisiana, Massachusetts, Minnesota, New York, Utah, and Vermont—paid more in benefits in January 1941 than in January of the previous 3 years. Legislative amendments and changes in administrative procedures, which have tended to increase benefit payments, were largely responsible for these highs.

Although payments for total unemployment decreased 5 percent from January a year ago, the amount disbursed for partial and part-total unemployment in 45 States with comparable data for both periods increased 15 percent. To some extent, this increase reflects the practice by certain employers, in anticipation of a growing labor-market shortage, of reducing hours instead of laying off workers and running the risk of losing their services.

The high volume of payments in January, notwithstanding the high level of employment, resulted from several factors. One factor was the

initiation of new benefit years. Another factor was curtailment of employment which occurs regularly at this time of the year in some industries, such as beet-sugar processing, lumbering, road and other types of construction, and retail trade. Defense activities have changed the seasonal pattern of employment in some industries, however. Construction, for example, was maintained at an exceptionally high level during the late fall and early winter because of military construction and plant additions, with the result that some claims of construction workers that would ordinarily have been filed in October and November were filed in January. Although the lay-off rate has decreased in recent months, the actual number of workers affected has remained relatively high because of the generally higher level of employment. Upon separation from employment, many of these workers have probably filed claims for benefits.

Total benefits were only 4.2 percent lower than in January 1940. For the most part, the 32 jurisdictions which participated in this decline included the leading industrial States and those which have been heavily influenced by the defense program, especially in the Southeast and Gulf and Southwest areas. Increases were concentrated principally among States in the North Central and Pacific Coast areas where defense contracts have been relatively few and where seasonal unemployment has been especially pronounced. The sharpest reduction from last year—66 percent—was reported by Hawaii; declines of between 30 and 50 percent occurred in Alaska, Connecticut, Maryland, Michigan, Rhode Island, Texas, and Wyoming. The District of Columbia reported the largest increase in benefit payments from a year ago—61 percent.

Weeks compensated.—Unemployed workers received compensation for more than 3.7 million weeks of unemployment during January, of which 3.3 million or 89 percent represented weeks of total unemployment. The number of weeks of partial and part-total unemployment compensated in January totaled 394,000, an increase of 14 percent over December 1940. Increases were shown in 38 of the 47 States which issue such payments. At least a fourth of all weeks of unemployment compensated in Delaware, Illinois, Indiana, Maine, and New Hampshire were for partial and part-total unemployment.

Table 5.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, January 1941

[Data reported by State agencies, corrected to Feb. 17, 1941]

Social Security Board region and State	Claimants receiving benefits ¹		Claimants receiving first payments		Claimants ex- hausting benefit rights	
	Average weekly num- ber	Per- cent- age change from Decem- ber	Num- ber	Per- cent- age change from Decem- ber	Num- ber	Per- cent- age change from Decem- ber
Total.....	825,748	+23.9	352,991	+44.6	192,918	+19.3
Region I:						
Connecticut.....	6,308	+12.0	4,143	+32.4	1,677	+3.7
Maine.....	7,776	-14.1	1,610	-16.7	1,624	-9.5
Massachusetts.....	45,443	+7.9	17,021	+50.2	8,020	+3.8
New Hampshire.....	3,570	-27.5	957	-26.8	898	-19.5
Rhode Island.....	6,566	+14.3	2,702	+28.8	2,276	+62.1
Vermont.....	1,993	+34.1	1,286	+136.0	447	+32.2
Region II:						
New York.....	150,064	+30.4	48,396	+24.1	48,287	+42.5
Region III:						
Delaware.....	1,668	+14.6	1,201	+34.9	579	+15.3
New Jersey.....	27,564	+29.9	21,824	+121.1	7,906	+25.8
Pennsylvania.....	59,776	+32.9	35,908	+77.0	22,383	+40.9
Region IV:						
Dist. of Col.....	3,800	-5.2	1,439	+13.3	626	+3.6
Maryland.....	9,302	+11.2	2,624	+39.0	2,183	+25.7
North Carolina.....	13,712	+24.6	5,257	+37.9	2,336	+9.7
Virginia.....	9,757	+25.8	3,499	+7.6	2,011	+13.5
West Virginia.....	6,636	+17.4	2,226	-8.6	1,504	+2.1
Region V:						
Kentucky.....	9,429	-6.0	2,658	-4.9	2,117	-1.6
Michigan.....	20,597	+24.2	13,654	+151.7	4,662	+56.9
Ohio.....	40,736	+35.9	15,194	+47.5	8,168	+25.3
Region VI:						
Illinois.....	62,318	+21.7	21,613	+17.8	12,136	+7.3
Indiana.....	15,280	+44.2	(9)	.....	(9)	.....
Wisconsin.....	7,618	+34.6	(9)	.....	(9)	.....
Region VII:						
Alabama.....	10,481	-3.9	3,116	+4.2	1,855	-8.6
Florida.....	8,304	+22.0	4,620	+119.6	1,729	-22.6
Georgia.....	8,149	-4.7	3,260	-4.5	2,922	-8.2
Mississippi.....	5,410	+31.3	2,773	+50.5	1,270	-5
South Carolina.....	5,849	+30.0	2,283	+36.1	1,147	+24.5
Tennessee.....	15,391	+49.6	5,121	+47.7	2,774	+29.7
Region VIII:						
Iowa.....	8,498	+47.9	7,491	+106.5	1,389	-29.7
Minnesota.....	18,706	+7.0	11,565	+80.2	4,469	+9.1
Nebraska.....	4,540	+40.2	3,022	+133.4	895	+11.0
North Dakota.....	1,531	+45.8	856	+81.7	330	+44.7
South Dakota.....	1,420	+59.6	678	+33.7	201	+18.2
Region IX:						
Arkansas.....	7,194	+38.6	4,195	+45.4	1,473	+11.8
Kansas.....	4,375	+15.6	3,261	+50.6	1,752	+31.4
Missouri.....	14,060	-18.0	9,816	-5	4,063	-21.6
Oklahoma.....	6,834	+17.5	4,758	+48.7	2,536	+6.7
Region X:						
Louisiana.....	15,046	+24.6	5,812	+13.0	4,554	+36.7
New Mexico.....	2,352	+1.2	1,133	+35.7	530	+8
Texas.....	18,756	+11.1	8,795	+17.3	4,954	-7
Region XI:						
Arizona.....	2,012	+7.9	890	+3.8	499	-12.1
Colorado.....	6,469	+19.8	3,423	+67.9	1,174	+19.4
Idaho.....	4,804	+84.3	2,137	+57.0	1,542	+122.2
Montana.....	6,005	+26.6	4,119	+73.4	761	+2.7
Utah.....	3,888	+28.3	1,839	+10.8	916	+43.6
Wyoming.....	1,380	+12.4	636	+54.4	383	+10.4
Region XII:						
California.....	109,314	+38.1	34,384	+21.1	14,714	+8.0
Nevada.....	2,285	+34.6	1,072	+55.6	374	+40.1
Oregon.....	5,565	+34.3	8,541	+536.4	539	-64.2
Washington.....	16,372	+28.9	9,651	+86.0	3,186	+2.0
Territories:						
Alaska.....	491	+25.2	255	+11.8	55	-17.9
Hawaii.....	354	-11.9	277	+45.0	132	-33.3

¹ Represents average number of weeks of unemployment compensated during weeks ended within month.

² Excludes Indiana and Wisconsin.

³ Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

⁴ Data not comparable.

Average number of claimants.—The average number of claimants receiving benefits increased sharply in January because of seasonal unemployment and the initiation of new benefit years. Benefit recipients totaled 826,000, an increase of 24 percent over December and the first monthly rise since June 1940. Of the 43 States reporting expansions, the largest rises of 84 and 60 percent occurred in Idaho and South Dakota, respectively. Fewer recipients were reported in only 8 States; the sharpest reduction of 28 percent occurred in New Hampshire (table 5).

First payments.—Although the number of claimants receiving first payments during January increased 45 percent over December 1940, comparison with new recipients in January 1940 indicated a drop of 20 percent. Forty of the 49 jurisdictions submitting data reported fewer new recipients than in January 1940; declines in excess of 50 percent occurred in Connecticut, Maine, New

Hampshire, Rhode Island, and Virginia. Increases over December 1940 were general; 43 of the 49 States submitting data reported larger numbers of claimants receiving first payments. In Oregon new recipients were more than 6 times the number in the previous month, and in Florida, Iowa, Michigan, Nebraska, New Jersey, and Vermont, they were more than twice the December volumes. Only 6 States reported fewer first payments than in December 1940, with the largest decreases—17 and 27 percent, respectively—shown in Maine and New Hampshire.

Benefit exhaustions.—The number of claimants exhausting benefit rights increased 19 percent over December to 193,000. Of the 35 States indicating more benefit exhaustions, Idaho showed twice as many claimants exhausting benefit rights in January as in the previous month, and 7 other States reported increases of 40 percent or more. For the country as a whole, first payments were almost

Table 6.—Collections deposited in State clearing accounts, January 1941, and funds available for benefits as of Jan. 31, 1941, by State

[Data reported by State agencies, corrected to Feb. 24, 1941]

Social Security Board region and State	Collections deposited January 1941 ¹	Transfers to railroad unemployment insurance account, as of Jan. 31, 1941	Funds avail- able for benefits as of Jan. 31, 1941 ²	Social Security Board region and State	Collections deposited January 1941 ¹	Transfers to railroad unemployment insurance account, as of Jan. 31, 1941	Funds avail- able for benefits as of Jan. 31, 1941 ²
Total	\$129,531,828	\$100,707,225	\$1,904,898,945	Region VII—Continued.			
Region I:				South Carolina.....	\$461,946	\$690,744	\$11,770,631
Connecticut.....	5,190,958	789,129	47,295,871	Tennessee.....	937,857	1,527,440	14,566,083
Maine.....	788,079	255,337	4,593,217	Region VIII:			
Massachusetts.....	3,896,858	2,312,726	80,060,344	Iowa.....	348,527	2,122,341	16,620,469
New Hampshire.....	954,544	238,106	6,845,013	Minnesota.....	271,658	2,516,982	23,235,721
Rhode Island.....	1,471,092	151,992	12,805,163	Nebraska.....	631,400	1,681,585	9,780,471
Vermont.....	340,932	327,074	3,475,314	North Dakota.....	81,527	577,480	2,121,915
Region II:				South Dakota.....	140,520	403,304	3,238,202
New York.....	20,720,438	6,857,977	217,659,870	Region IX:			
Region III:				Arkansas.....	458,211	1,087,846	6,823,518
Delaware.....	562,458	461,070	7,465,678	Kansas.....	843,802	2,724,508	14,543,790
New Jersey.....	6,397,089	4,268,521	135,977,654	Missouri.....	4,793,966	4,871,464	62,366,114
Pennsylvania.....	3,723,582	6,698,999	132,611,850	Oklahoma.....	527,620	1,001,133	17,002,415
Region IV:				Region X:			
District of Columbia.....	604,524	790,229	20,120,372	Louisiana.....	2,164,648	1,179,639	19,157,950
Maryland.....	3,175,811	1,195,347	23,983,790	New Mexico.....	263,494	514,545	2,646,696
North Carolina.....	1,102,839	1,103,335	25,242,876	Texas.....	2,450,675	4,227,030	56,612,841
Virginia.....	1,148,736	2,453,850	20,127,983	Region XI:			
West Virginia.....	655,070	1,001,586	19,439,266	Arizona.....	278,938	338,235	3,316,895
Region V:				Colorado.....	576,378	1,528,040	10,256,673
Kentucky.....	1,582,779	.....	33,680,697	Idaho.....	248,008	373,014	2,722,447
Michigan.....	14,034,299	1,931,486	82,876,369	Montana.....	542,459	1,186,104	5,655,910
Ohio.....	4,300,896	8,535,006	164,108,660	Utah.....	725,662	516,976	4,486,777
Region VI:				Wyoming.....	221,967	602,040	2,248,689
Illinois.....	10,143,561	13,841,173	196,851,946	Region XII:			
Indiana.....	5,731,833	3,189,592	49,075,286	California.....	16,611,721	7,803,780	167,297,696
Wisconsin.....	846,946	1,964,430	57,597,223	Nevada.....	180,512	356,735	1,247,493
Region VII:				Oregon.....	1,277,083	590,392	11,063,473
Alabama.....	1,696,844	.....	18,561,368	Washington.....	2,804,346	1,674,679	24,320,956
Florida.....	431,893	1,508,551	12,167,404	Territories:			
Georgia.....	916,150	.....	26,279,397	Alaska.....	57,059	13,379	1,201,079
Mississippi.....	812,525	642,413	4,686,295	Hawaii.....	401,208	79,881	6,996,135

¹ Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except Michigan, where rate is 3 percent. As of January 1941, modified rates became effective under the experience-rating provisions of 15 State laws. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island and of 1 percent in

Alabama, California, Kentucky, and New Jersey. Contributions are collected on monthly basis in North Carolina, West Virginia, and Wisconsin. All other States collect, either wholly or in part, on quarterly basis.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury. Figures are adjusted for transfers to railroad unemployment insurance account.

twice as numerous as exhaustions. In most States in which uniform benefit years end in March, however, the ratio of exhaustions to first payments was high. Maine was the only State in which exhaustions exceeded first payments.

Status of Funds

Collections deposited in State clearing accounts during January approximated \$130 million. The large increase from the \$12 million collected in December 1940 reflects the fact that pay-roll taxes in nearly all the 48 quarterly collecting jurisdictions are due in January, one month after the end of the quarter to which they relate. Despite the fact that in nearly all States amounts of salaries in excess of \$3,000 a year are no longer liable for contributions, collections this January exceeded those in January 1940 by nearly \$9 million. The increase is partly attributable to the shifting of States from a monthly to a quarterly collection basis, but it reflects also the gain in employment and pay rolls resulting from the defense program. Funds available for benefit payments increased almost \$88 million from December and totaled over \$1.9 billion at the end of January (table 6).

Size of Benefit Payment, Fourth Quarter, 1940

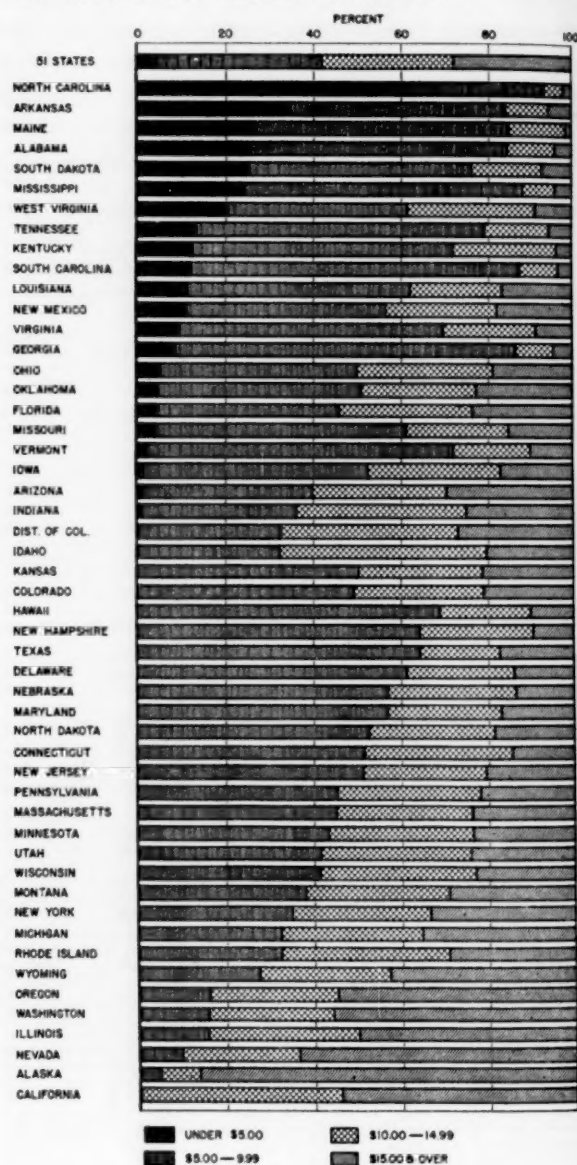
The size of benefit payments compensating workers for periods of total unemployment during the fourth quarter of 1940 shows little change from previous quarters of the year (table 7). Approximately 28 percent of the weekly benefit payments issued to workers who were totally unemployed were in amounts of \$15 and over, and 30 percent ranged between \$10 and \$14.99. Payments for less than \$5 accounted for 4 percent of total checks issued. As in the previous quarter, the largest number of checks—38 percent—were issued in amounts of from \$5 to \$9.99 not only for the country as a whole but also in 38 States. In 23 of these States the number of checks issued in these amounts comprised more than half of all benefit payments for total unemployment.

For the country as a whole, there was a slight increase from the third quarter in the relative number of payments in the higher intervals and a small decline in the lower intervals. In many States marked changes occurred from the previous quarter in the size-of-payment pattern. The proportion of weeks compensated in amounts of less than \$5 decreased significantly in the District of

Columbia, Louisiana, Mississippi, South Dakota, and Texas. Many new claimants in the District of Columbia were eligible for the minimum rate of \$6, effective July 1, 1940; adoption on October 1, 1940, of a minimum weekly benefit rate of \$3 in Mississippi and the termination of transition periods relating to minimum rates in the other three States were largely responsible for reducing the proportion of low benefit payments.

Methods used in computing weekly benefit amounts and prevailing wage rates account in part

Chart 6.—Distribution of number of weeks compensated for total unemployment, by amount of benefit check, by State, October–December 1940



for the concentration of smaller payments in the Southeast and Gulf area. In each preceding quarter of 1940 more than half the weeks of

total unemployment in North Carolina were compensated in amounts of less than \$5, while payments for between 20 and 50 percent of all such

Table 7.—Percentage distribution of number of weeks of total unemployment compensated, by amount of benefit payment, and proportion at minimum and maximum benefit payable, by State, October–December 1940

[Data reported by State agencies, corrected to Feb. 6, 1941]

Social Security Board region and State	Total number of weeks compensated	Percent of weeks compensated ¹ in amounts of—				Minimum weekly benefit		Maximum weekly benefit	
		Less than \$5.00	\$5.00—9.99	\$10.00—14.99	\$15.00 and over	Amount	Percent of total weeks compensated	Amount	Percent of total weeks compensated
Total	7,975,815	4.0	37.9	30.0	28.1				
Region I:									
Connecticut.....	62,809		51.4	33.8	14.8	\$5.00	0.5	\$15.00	14.8
Maine.....	83,600	26.4	58.4	13.8	1.4	² 3.00	9.7	15.00	1.4
Massachusetts.....	502,478		45.0	30.8	24.2	² 6.00	16.0	15.00	24.2
New Hampshire.....	36,569		64.2	25.9	9.9	5.00	11.5	15.00	9.9
Rhode Island.....	68,674		32.3	38.2	29.5	6.00	.2	16.00	25.1
Vermont.....	15,457	2.0	69.8	17.7	10.5	None		15.00	10.5
Region II:									
New York.....	1,539,151		34.7	31.7	33.6	7.00	18.6	15.00	33.6
Region III:									
Delaware.....	12,064		61.1	24.6	14.3	5.00	14.0	15.00	14.3
New Jersey.....	272,400		51.3	27.9	20.8	5.00	8.2	15.00	20.8
Pennsylvania.....	618,290		45.2	32.9	21.9	7.50	25.6	15.00	21.9
Region IV:									
District of Columbia.....	48,760	.1	32.5	40.2	27.2	² 6.00		³ 18.00	15.8
Maryland.....	97,575		57.0	25.8	17.2	5.00	12.4	15.00	17.2
North Carolina.....	161,049	56.5	36.5	4.8	2.2	1.50	4.8	15.00	2.2
Virginia.....	96,684	9.6	59.9	21.4	9.1	3.00	4.1	15.00	9.1
West Virginia.....	79,613	20.6	40.8	29.5	9.1	3.00	5.4	15.00	9.1
Region V:									
Kentucky.....	110,397	12.8	59.1	23.9	4.2	² 4.00	5.2	³ 15.00	4.2
Michigan.....	242,057		32.4	32.0	35.6	6.00	.8	16.00	30.3
Ohio.....	338,911	5.2	44.7	30.8	19.3	None		15.00	19.3
Region VI:									
Illinois.....	450,965		15.7	34.2	50.1	7.00	4.9	16.00	45.0
Indiana.....	115,915	.8	35.6	38.3	25.3	3.00	.1	15.00	25.3
Wisconsin.....	58,697		41.2	35.6	23.2	² 6.00	11.7	⁴ 15.00	20.5
Region VII:									
Alabama.....	146,256	25.3	59.0	11.2	4.5	² 2.00	5.8	15.00	4.5
Florida.....	121,684	4.1	41.8	30.4	23.7	3.00	.7	15.00	23.7
Georgia.....	115,767	8.8	77.3	9.0	4.9	None		15.00	4.9
Mississippi.....	60,357	24.0	63.8	7.8	4.4	² 3.00	7.7	15.00	4.4
South Carolina.....	67,295	12.3	74.7	9.3	3.7	3.00	4.3	15.00	3.7
Tennessee.....	144,032	13.6	65.6	15.0	5.8	² 4.00	13.6	15.00	5.8
Region VIII:									
Iowa.....	56,797	1.3	51.2	30.2	17.3	None		15.00	17.3
Minnesota.....	158,551		43.1	23.9	33.0	5.00	8.1	15.00	23.9
Nebraska.....	34,476		57.1	28.9	14.0	5.00	14.8	15.00	14.0
North Dakota.....	9,515		52.4	28.8	18.8	5.00	12.2	15.00	18.8
South Dakota.....	8,263	25.3	50.6	16.4	7.7	² 3.00	2.6	15.00	7.7
Region IX:									
Arkansas.....	69,067	34.0	49.7	10.2	6.1	3.00	20.4	15.00	6.1
Kansas.....	38,516	(⁵)	50.1	28.5	21.4	² 5.00	18.5	15.00	21.4
Missouri.....	142,604	4.0	57.1	23.2	15.7	None		15.00	15.7
Oklahoma.....	65,499	4.5	46.4	26.3	22.8	None		15.00	22.8
Region X:									
Louisiana.....	157,096	11.6	50.3	21.0	17.1	² 3.00	.4	18.00	11.3
New Mexico.....	27,944	11.5	44.9	25.5	18.1	3.00	3.6	15.00	18.1
Texas.....	202,173		64.1	18.5	17.4	² 5.00	18.8	³ 15.00	17.4
Region XI:									
Arizona.....	24,038	1.1	38.8	30.3	29.8	None		15.00	29.8
Colorado.....	60,291	(⁵)	49.1	29.7	21.2	² 5.00	6.7	15.00	21.2
Idaho.....	26,501	.1	32.0	47.4	20.5	² 5.00	3.0	18.00	4.0
Montana.....	47,613		38.3	32.4	29.3	5.00	8.4	15.00	29.3
Utah.....	34,778		41.4	34.2	24.4	5.00	7.0	16.00	19.9
Wyoming.....	11,620		27.3	29.8	42.9	5.00	2.6	18.00	30.3
Region XII:									
California.....	936,471		.5	45.4	54.1	² 10.00	.2	³ 18.00	37.4
Nevada.....	17,722		9.7	26.7	63.6	5.00	.5	15.00	63.6
Oregon.....	43,840		16.2	28.9	54.9	7.00	3.8	15.00	54.9
Washington.....	124,214		16.0	28.3	55.7	7.00	5.5	15.00	55.7
Territories:									
Alaska.....	4,386		4.7	8.9	86.4	5.00	.8	16.00	84.0
Hawaii.....	6,244		68.8	20.7	10.5	5.00	30.2	15.00	10.5

¹ Excludes final payments for less than benefit rate.

² Recent amendments to State laws have changed minimum and maximum weekly benefit payable. During transition period, payments are made under both provisions of law. Figure shown is minimum as provided for in amended law, and percentage shown relates to payments at that minimum only.

³ For each benefit period of 14 consecutive days, Kentucky pays minimum of \$8 and maximum of \$30, and Texas pays minimum of \$10 and maximum of \$30.

⁴ Under provisions of law, it is possible for some payments to exceed maximum.

⁵ Less than 0.05 percent.

weeks compensated in Alabama, Arkansas, Maine, Mississippi, South Dakota, and West Virginia were in amounts of less than \$5.

The annual-earnings plans currently used in determining weekly benefit amounts were partly responsible for the large proportion of payments under \$10 in Kentucky, Maine, North Carolina, South Dakota, and West Virginia. In addition to these States, 23 jurisdictions issued the major proportion of their checks for total unemployment in amounts of less than \$10. At least 80 percent of all payments were under \$10 in 7 of these States—Alabama, Arkansas, Georgia, Maine, Mississippi, North Carolina, and South Carolina. In contrast, the States in the Pacific Coast area, Alaska, and Illinois issued at least 80 percent of all checks in amounts of \$10 and over.

Except for a few States, relatively few benefit payments were issued at the minimum rate. In Pennsylvania, however, where there is a statutory minimum benefit amount of \$7.50, one-fourth of all weeks of total unemployment were compensated at this rate. Among the 4 States with minimum benefit amount of \$7, only New York compensated a large proportion—almost one-fifth—at that rate. Massachusetts compensated 16 percent of all payments at its minimum of \$6. Of the 18 States with minimum benefit amount of \$5, only Hawaii, Kansas, and Texas compensated more than 15 percent of the total weeks of unemployment at this rate. Of the 11 States with a \$3 minimum, only Arkansas paid a relatively large proportion of benefits—20 percent—at the minimum rate.

With the exception of 5 States with maximum rates of \$18 and 5 with maximums of \$16, the maximum weekly benefit rate in all States is \$15. Unlike the pattern of payments compensated at minimum benefit amounts, substantial numbers of checks were issued at the maximum rate. In Alaska, 84 percent of the weeks of total unemployment were compensated at \$16, the highest rate permissible; in Nevada, Oregon, and Washington, between 55 and 65 percent of all payments were issued at the maximum rate. Twenty percent of all periods of total unemployment were compensated at the maximum benefit amount in 19 other States.

Among the States in the Southeast and Gulf area, where low payments predominate, Florida issued 24 percent of payments at the maximum of

\$15, and Louisiana issued 11 percent at the maximum of \$18. Florida has issued fairly large proportions of benefit payments at the maximum rate throughout the year, but in Louisiana the proportion issued at the maximum during this quarter represents a considerable increase over previous quarters of the year.

Allowances and Disallowances of New Claims, Fourth Quarter, 1940

With disposition of new claims a half million less than in the preceding quarter, initial determination units in the State employment security agencies found 855,000 out of 1.1 million claimants entitled to benefit payments during the fourth quarter of 1940 (table 8). The proportion of claimants disallowed benefits on first determination increased, however, from 15 percent during the third quarter of the year to 20 percent, equivalent to the high proportion in the first quarter. The fourth quarter was the only one this year in which the number of claimants eligible for benefits fell below 1 million.

As in previous quarters, the principal reason for disallowance of new claims was that claimants had earned less than the qualifying amount required by the State law. Exclusive of Wisconsin, for which data on reason for disallowance are not available, 11 percent of the total number of claims on which benefit-right determinations were made during the quarter were disallowed because of insufficient wage credits. An additional 7 percent of the claims were disallowed because the claimants had not been employed in covered employment, as evidenced by lack of wage records in the central office. Claims disallowed for other reasons numbered 15,000, or 1.5 percent of all dispositions.

In many States, the proportion of claimants whose claims were disallowed was appreciably higher than the Nation-wide average. As in the previous quarter, the outstanding proportion of disallowances occurred in Florida, where approximately 50 percent of the claimants were ruled ineligible to receive benefit payments. The next highest disallowance rate—37 percent—was shown by both Alaska and Nebraska. Between 20 and 35 percent of all claimants for whom first determinations were made were denied benefits in 26 other States. In contrast, disallowances represented less than 10 percent of the dispositions on

first determinations in New Jersey, Pennsylvania, and Wisconsin.

Practically all States showed increases from the third quarter in the proportion of disallowances, and, in many instances, the rate of increase in individual States far exceeded that for the country as a whole. The outstanding increase occurred in Michigan, where 21 percent of the claimants were declared ineligible in contrast to only 5.5 percent in the third quarter. In Maryland and Mississippi, 15 percent and 32 percent, respectively, of all claimants were ruled ineligible—approximately twice the proportion disallowed in each State in July–September. Appreciable increases were also reported in Delaware, Maine, Massachusetts, Vermont, and Washington.

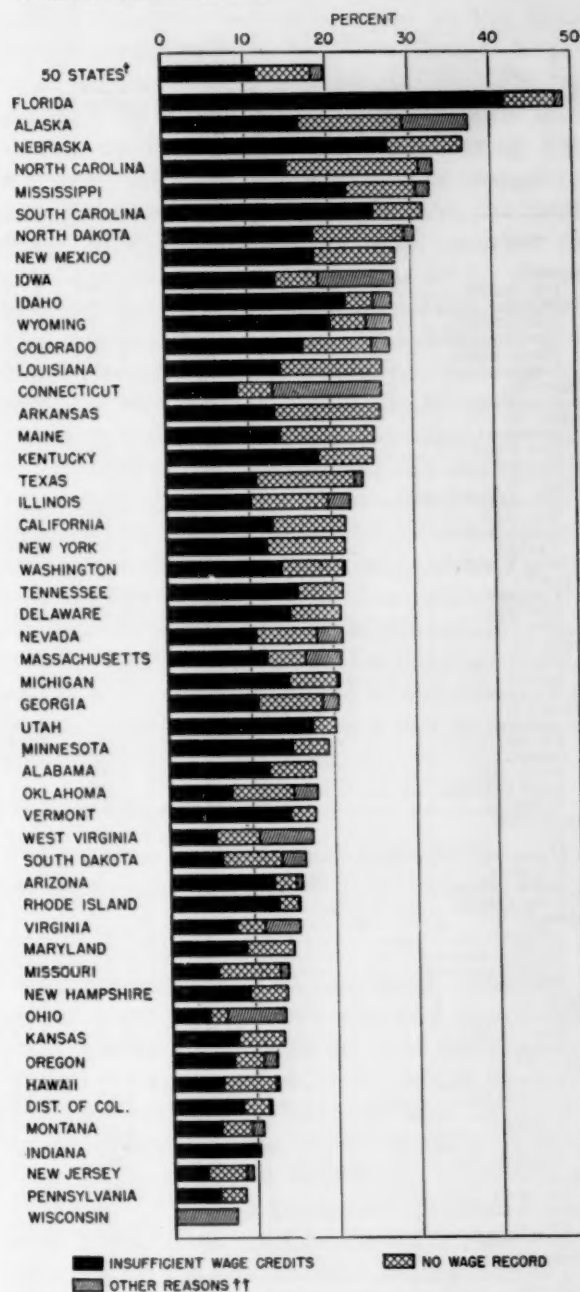
For the country as a whole, exclusive of Wisconsin, 11 percent of the claimants were denied benefits because of insufficient wage credits in contrast to 9 percent in the previous quarter. To a large extent, the proportionate increase was attributable to the fact that many of the workers filing claims had previously been employed for short periods or in seasonal industries. The largest proportion of disallowances for insufficient wage credits—42 percent of total dispositions—occurred in Florida; this exceptionally high rate is chiefly attributable to a provision, effective January 1, 1940, which requires that a claimant's earnings over an 8-quarter period must equal at least 60 times his weekly benefit amount to qualify him for benefit payments. Between 20 and 30 percent of disallowances in Idaho, Mississippi, Nebraska, South Carolina, and Wyoming resulted from insufficient wage credits.

The Nebraska law was changed in 1940 to require a claimant to earn 30 times his weekly benefit amount in 4 out of the last 5 completed calendar quarters before filing a claim. The qualifying requirement in South Carolina was changed on July 1, 1939, from 13 weeks of employment in 52 weeks preceding the claim, to earnings ranging from 40 to 50 times the weekly benefit amount in the base period. In Mississippi, as in Nebraska, the eligibility requirement was 30 times the weekly benefit amount in a 4-quarter base period. Idaho requires workers to earn from 28 to 52 times the weekly benefit amount in 4 quarters, including \$78 earned in one calendar quarter. Workers in Wyoming must have earned 28 times the weekly benefit amount in 4 quarters,

including \$50 earned in one calendar quarter.

In general, the States in the North Central, Southeast and Gulf, and Rocky Mountain areas reported the highest proportions of disallowance for failure to meet earnings requirements. On the

Chart 7.—Percent of new claims disallowed on first determination by reason of disallowance and by State, October–December 1940



†Excludes Wisconsin because provisions of State law are not comparable.

††Includes some claims not allocated by reason of disallowance where provision of State law is not comparable.

other hand, the Middle Atlantic and Southwest areas had the lowest rate of disallowance for this reason.

Lack of wage records resulted in the disallowance

of 7 percent of claimants whose cases were disposed of from October through December. Failure to find a wage record for a claimant upon first determination usually indicates that the claimant

Table 8.—Number of new claims disposed of on first determination by the initial authority, number allowed, number disallowed, and percentage distribution by reason for disallowance, by State, October–December 1940

[Data reported by State agencies, corrected to Jan. 23, 1941]

Social Security Board region and State	Total number of dispositions on first determination	Number allowed	Number	Percent of total dispositions	Disallowed					
					Reason for disallowance					
					Insufficient wage credits		No wage record		All other	
					Number	Percent of total dispositions	Number	Percent of total dispositions	Number	Percent of total dispositions
Total.....	1,063,422	854,780	208,642	19.5	119,628	11.4	172,367	6.9	15,389	1.5
Region I:										
Connecticut.....	15,940	11,758	4,182	26.2	1,367	8.6	689	4.3	2,126	13.3
Maine.....	6,775	5,053	1,722	25.4	936	13.8	786	11.6	0	0
Massachusetts.....	45,873	36,216	9,657	21.0	5,475	11.9	2,156	4.7	2,026	4.4
New Hampshire.....	5,458	4,700	758	13.9	513	9.4	245	4.5	0	0
Rhode Island.....	10,527	8,904	1,623	15.4	1,364	13.0	250	2.3	9	.1
Vermont.....	3,041	2,506	535	17.6	440	14.5	95	3.1	0	0
Region II:										
New York.....	138,314	108,410	29,904	21.6	16,776	12.1	13,128	9.5	0	0
Region III:										
Delaware.....	3,152	2,485	667	21.2	470	14.9	197	6.3	0	0
New Jersey.....	48,591	43,966	4,625	9.5	1,951	4.0	2,292	4.7	382	.8
Pennsylvania.....	86,016	78,739	7,277	8.5	4,750	5.5	2,527	3.0	0	0
Region IV:										
District of Columbia.....	6,297	5,561	736	11.7	520	8.3	194	3.1	22	.3
Maryland.....	8,803	7,497	1,306	14.8	813	9.2	493	5.6	0	0
North Carolina.....	21,594	14,482	7,112	32.9	3,255	15.1	3,457	16.0	400	1.8
Virginia.....	10,918	9,233	1,685	15.4	853	7.8	368	3.4	464	4.2
West Virginia.....	11,562	9,540	2,022	17.5	636	5.5	628	5.4	758	6.6
Region V:										
Kentucky.....	16,100	12,064	4,036	25.1	2,961	18.4	1,075	6.7	0	0
Michigan.....	34,317	27,272	7,045	20.5	4,981	14.5	2,035	5.9	29	.1
Ohio.....	49,253	42,498	6,755	13.7	2,157	4.4	1,083	2.2	3,515	7.1
Region VI:										
Illinois.....	59,788	46,410	13,378	22.4	6,074	10.2	5,622	9.4	1,682	2.8
Indiana.....	17,874	16,057	1,817	10.2	1,800	10.1	17	.1	0	0
Wisconsin ¹	16,981	15,723	1,258	7.4	(1)	(1)	(1)	(1)	(1)	(1)
Region VII:										
Alabama.....	13,997	11,515	2,482	17.7	1,703	12.2	779	5.5	0	0
Florida.....	13,977	7,129	6,848	49.0	5,823	41.7	903	6.4	122	.9
Georgia.....	17,449	13,871	3,578	20.5	1,909	10.9	1,346	7.7	323	1.9
Mississippi.....	9,939	6,714	3,225	32.4	2,224	22.3	824	8.3	177	1.8
South Carolina.....	11,417	7,807	3,610	31.6	2,922	25.6	688	6.0	0	0
Tennessee.....	16,651	13,082	3,569	21.4	2,634	15.8	935	5.6	0	0
Region VIII:										
Iowa.....	13,740	9,892	3,848	28.0	1,839	13.4	729	5.3	1,280	9.3
Minnesota.....	22,447	18,081	4,366	19.4	3,353	14.9	1,013	4.5	0	0
Nebraska.....	6,470	4,105	2,365	36.6	1,776	27.5	589	9.1	0	0
North Dakota.....	1,769	1,233	536	30.3	320	18.1	200	11.3	16	.9
South Dakota.....	2,001	1,675	326	16.3	124	6.2	147	7.3	55	2.8
Region IX:										
Arkansas.....	9,327	6,904	2,423	26.0	1,227	13.2	1,196	12.8	0	0
Kansas.....	8,513	7,372	1,141	13.4	668	7.8	473	5.6	0	0
Missouri.....	31,935	27,472	4,463	14.0	1,735	5.4	2,415	7.6	313	1.0
Oklahoma.....	12,390	10,200	2,190	17.7	904	7.3	933	7.5	353	2.9
Region X:										
Louisiana.....	21,966	16,174	5,792	26.4	3,078	14.0	2,714	12.4	0	0
New Mexico.....	3,821	2,742	1,079	28.2	699	18.3	380	9.9	0	0
Texas.....	30,824	28,043	2,781	23.8	3,971	10.8	4,415	12.0	395	1.0
Region XI:										
Arizona.....	4,446	3,743	703	15.8	590	12.6	117	2.6	26	.6
Colorado.....	8,817	6,397	2,420	27.4	1,475	16.7	740	8.4	205	2.3
Idaho.....	4,859	3,516	1,343	27.6	1,070	22.0	160	3.3	113	2.3
Montana.....	7,025	6,260	765	10.9	404	5.8	254	3.6	107	1.5
Utah.....	5,574	4,448	1,126	20.2	971	17.4	155	2.8	0	0
Wyoming.....	2,577	1,865	712	27.6	522	20.2	113	4.4	77	3.0
Region XII:										
California.....	115,748	90,699	25,049	21.6	14,894	12.8	10,155	8.8	0	0
Nevada.....	2,775	2,186	589	21.2	295	10.6	205	7.4	89	3.2
Oregon.....	14,175	12,419	1,756	12.4	1,031	7.3	506	3.6	219	1.5
Washington.....	22,110	17,367	4,743	21.5	3,079	13.9	1,652	7.5	12	.1
Territories:										
Alaska.....	1,114	697	417	37.4	186	16.7	141	12.6	90	8.1
Hawaii.....	2,395	2,098	297	12.4	140	5.8	153	6.4	4	.2

¹ Total excludes Wisconsin for which data are not comparable because of provision of State law.

² Insufficient weeks of employment in base period.

³ Data represent disposition of all initial claims for total and part-total unemployment.

was not engaged in covered employment, except for a few instances in which the central agency may have misfiled the wage record or the employer may have been delinquent in transmitting the report to the agency.

In States where the proportion of covered workers to gainful workers is low, lack of wage records may cause higher disallowance rates, since many individuals engaged in noncovered employment will file for benefits. This statement applies particularly to agricultural workers whose employers are partially engaged in activity normally covered by unemployment compensation. The seven States which had the highest proportion of disallowances because of no wage records—Alaska, Arkansas, Louisiana, Maine, North Carolina, North Dakota, and Texas—generally had the lowest proportions of gainful workers covered. Moreover, the 2.2 percent increase from the previous quarter in the proportion of disallowances for no wage record is in part attributable to the influx into the unemployment compensation system of many workers who had previously been excluded from coverage. As these individuals become unemployed, they file for benefits regardless of the recency of their attachment to the covered labor force. In many instances wage records will not be due from the employer until the following quarter.

Only 1.5 percent of the claimants whose claims were disposed of in the fourth quarter were declared ineligible for benefits for reasons not specified. These disallowances arise from many causes, among which are exclusion as a result of seasonal employment, duplicate filing of claims, and certain actions of the employee which generally result in disqualification under most State procedures. Connecticut reported the highest disallowance rate for "other" reasons—13 percent; most of these disallowances result from special operating and reporting procedures whereby disqualifications as a result of voluntary leaving or discharge for willful misconduct are classified as disallowance for "other" reasons instead of "allowance with penalty" as was done prior to July 1, 1939. Alaska, Iowa, Ohio, and West Virginia were other jurisdictions in which disallowances for other reasons represented a relatively large proportion of the total dispositions of new claims. In Alaska, the rate reflects the effect of seasonality provisions, under which workers in the mining

and canning industries are ineligible for benefits except during the seasonal period of activity. The operation of quarterly partial unemployment provisions contributes to the large relative number of disqualifications in West Virginia.

Summary of 1940 First-Determination Experience

The benefit eligibility of approximately 7.3 million claimants was ruled upon by the initial authorities during 1940, and 6.1 million, or 83 percent of the total, were declared eligible. The fact that only an estimated 5¼ million workers of those eligible received benefit payments during 1940 indicates that many claimants became reemployed during their waiting periods. In 1939, the claims of 6.6 million workers were ruled upon by the initial authority, and 5.4 million or 82 percent were declared eligible. The proportion of claimants whose claims were disallowed during 1940 might have been lower had it not been for the general trend toward higher eligibility requirements, particularly with respect to past earnings.

Throughout the year, insufficient wage credits constituted the principal reason for disallowance, ranging from 9 to 12 percent of total dispositions in each quarter. Absence of wage records in the central office constituted the other major cause for disallowance and was always somewhat more than half the number disallowed for insufficient wage credits. For the country as a whole, claims disallowed for other reasons comprised a negligible proportion of all dispositions.

State Amendments

Eight States amended their unemployment compensation laws during February: Colorado, Delaware, Iowa, Maryland, Oklahoma, Tennessee, Texas, and Wyoming.

Colorado.—A measure approved February 8 excludes, for both contribution and benefit purposes, annual wages in excess of \$3,000 paid to a worker by an employer, and certain payments which are excluded under the Federal Unemployment Tax Act, including payments under employer plans for the benefit of employees.

Delaware.—By an amendment approved February 5, service as an insurance agent on commission basis is excluded from covered employment.

Iowa.—A bill which became law on February 4 extends coverage to service for Federal instru-

mentalities to the extent permitted by Congress. Another, approved February 13 and retroactive to January 1, 1940, limits contributions to the first \$3,000 of annual wages paid or payable to a worker by an employer, and provides for the refund of contributions paid in 1940 on wages in excess of \$3,000.

Maryland.—A measure approved February 14 adopts changes with respect to coverage, contributions, benefits, and administration. Employment exclusions are amended to follow substantially the provisions of the Federal Unemployment Tax Act; contributions and benefits are placed on a wages-paid instead of payable basis; and, retroactive to January 1, 1940, for contribution and benefit purposes, annual wages in excess of \$3,000 per worker per employer and certain other payments by employers are excluded. In addition, the provision requiring the maintenance of a separate employment service account in the unemployment compensation administration fund is repealed. Recognition is made of the State's obligation to replace administrative funds received from the Social Security Board and lost or expended for other purposes.

Oklahoma.—A bill approved February 5 amends the provisions relating to the exclusion of services performed for State and Federal instrumentalities.

Tennessee.—Six amendments covering a variety of subjects were approved February 15. One excludes, for contribution and benefit purposes, annual wages in excess of \$3,000, retroactive to January 1, 1940. Another places contributions on a wages-paid basis, effective January 1, 1941, and repeals experience rating, but requires a study thereof and report thereon to be made by the Commissioner of Labor by November 15, 1942. A third amendment excludes from wages certain payments by employers which are excluded under the Federal law, places benefits on a wages-paid basis, makes slightly liberalizing changes in benefits, increases the minimum weekly benefit amount from \$4 to \$5, and excludes from the computation of partial benefits wages of \$3 or less in a week (instead of \$1 or less, as formerly provided). Another amendment reduces the waiting period from 2 weeks to 1 week. A fifth provides that the Commissioner shall adopt regulations for preserving the benefit rights of individuals called into the

military or naval service or into any organization affiliated with the defense of the United States. Finally, an amendment requires the adoption of additional safeguards for the unemployment compensation administration fund, eliminates provision for a separate employment service account, and recognizes the State's obligation to replace administrative funds received from the Social Security Board and lost or expended for other purposes.

Texas.—A bill approved February 4 amends the experience-rating provisions to require the use of actual 1938 benefit experience instead of an estimate based on the average of 1939 and 1940 experience.

Wyoming.—Extensive changes and revisions are made by an amendment approved February 21. Employment exclusions are amended to define agricultural labor, permit coverage of Federal instrumentalities to the extent permitted by Congress, exclude newsboys under 18, and repeal exclusion of service for labor unions. Wages are redefined to exclude tips, and to exclude from contributions annual wages in excess of \$3,000. Collection procedures are strengthened by provisions authorizing jeopardy assessments and making contributions a lien on the property of a delinquent employer.

The definition of benefit year is amended slightly, and the special provisions relating to part-time and to seasonal workers are repealed. Disqualification for voluntary leaving and refusal of suitable work are made more severe by provisions requiring a reduction in benefit duration by the number of weeks of disqualification imposed. A new provision disqualifies an individual for unemployment due to marriage, but only with respect to prior wage credits. Benefit claims and appeals procedures are revised.

The name of the administrative agency is changed from Unemployment Compensation Commission to Employment Security Commission. Provisions relating to the unemployment compensation and employment security administration funds are amended to require additional safeguards, and acknowledgment is made of the State's obligation to replace administrative funds received from the Social Security Board and lost or expended for other purposes.

Railroad Unemployment Insurance*

In the 4 weeks ended January 31, 1941, the regional offices of the Railroad Retirement Board received 11,539 applications for certificate of benefit rights, or an average of 2,885 per week (table 1). The January average is less than half the figure for December and approximates the level of September and October 1940, the months in which employment was at a seasonal peak. The steady decline each week in January, from over 4,700 at the beginning of the month to less than 1,800 at the end, suggests a continued drop in February. Since applications are submitted only once during a benefit year and usually in the early months, it may be expected that the number received after the first few months of the benefit year will continually decline.

By the end of January 1941 applications based on 1939 wages numbered 157,924. Of this total, 152,121 were held to be eligible, and certificates of benefit rights were issued to applicants; a small number of these certificates are subject to adjustment after investigation of additional base-year wages claimed by the applicants. At the end of January, 2,930 applications were still in the process of adjudication, and 2,873 applications had been declared ineligible because credited compensation in 1939 was less than \$150.

The number of unemployment insurance claims received in the January period was 159,011, or an average of 39,752 per week, the highest weekly average in any month since the beginning of the program. The increase from the December average of 34,401 is attributable to a continued decline in employment. According to the compilations of the Interstate Commerce Commission, employment on class I railroads in the middle of January was about 6,500 lower than in the middle of December. The decrease was mainly seasonal, reflecting the post-holiday lull for station employees and train-and-engine crews and the low level of activity in the winter for maintenance-of-way employees.

The number of claims in January 1941 exceeded the number in the corresponding period of 1940 by approximately 9 percent, although, as evidenced

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, by specified period, July 1940–January 1941

Period	Applications	Claims
June 29, 1940–Jan. 31, 1941.....	157,924	824,787
Jan. 4–31, 1941.....	11,539	159,011
Jan. 4–10.....	4,707	40,918
Jan. 11–17.....	2,833	42,951
Jan. 18–24.....	2,211	35,963
Jan. 25–31.....	1,788	39,179
Weekly average:		
June 29–Aug. 2.....	8,627	22,950
Aug. 3–30.....	4,138	24,240
Aug. 31–Sept. 27.....	2,809	22,721
Sept. 28–Nov. 1.....	2,813	19,596
Nov. 2–29.....	7,622	23,298
Nov. 30, 1940–Jan. 3, 1941.....	6,181	34,401
Jan. 4–31.....	2,885	39,752

by the wage statistics of the Interstate Commerce Commission for class I railroads, the total number of unemployed workers was somewhat lower. A similar condition was observed in December 1940, when the weekly average of claims receipts was 21 percent above the average for December 1939. The principal reason for this divergence between claims and employment is the increase in the proportion of unemployed workers who qualify for benefits, because of improved employment between the base years 1938 and 1939. The amendments to the act which reduced the duration of a registration period from 15 to 14 days and provided benefits for registration periods with 5, 6, and 7 days of unemployment, not compensable under the original act, also account for some increase in claims filed.

The number of claims processed in January was 186,972, substantially in excess of receipts for the period. Included in this number are 13,535 reprocessed claims, most of which were previously held ineffective because of failure to submit the application for employment service required for registration with the Board's employment offices. The reprocessing of these claims, together with a reduction in the number awaiting processing from about 26,600 at the beginning to less than 12,200 at the end of the period, accounts for the discrepancy between the number processed and the number received.

Of the 157,448 claims certified in January for benefit payment, 22,064 also carried waiting-period credit and 498 were delayed benefit certi-

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

fications made under the original law. For both these groups, benefits were payable only for each day of unemployment in excess of 7, while on the balance of claims, benefits were certified for each day of unemployment in excess of 4. In addition, 927 claims for registration periods with 7 days of unemployment were certified for waiting period under the amended act, and 254 claims for half months with 8 or more days of unemployment were granted waiting-period credit under the original law.

The total amount of benefits certified in the 4 January weeks was more than \$3.0 million, of which about \$6,700 applied to claims adjudicated under the act prior to amendment. The benefits for the 22,064 claims with waiting-period credit amounted to approximately \$319,000, or an average of \$14.47 per registration period with a maximum of 7 compensable days (table 2). For the 134,886 claims with a maximum of 10 compensable days benefits totaled about \$2.7 million, an average of \$19.96.

The proportion of benefit certifications with waiting-period credit was only 14 percent of the total in January as compared with 26 percent in December. For certifications of this type the averages in January show also an increase in the average daily benefit rate and a reduction in the average number of days of unemployment in the registration period. Related to these changes is the fact that in January there appear for the first time marked differences between the benefit certifications with waiting-period credit and other benefit certifications. The latter include a higher proportion of claims from workers with lower base-year earnings and continuous unemployment in

the registration period. This is probably due to the continued unemployment, seasonal in character, of maintenance-of-way labor with relatively low annual earnings, whose waiting-period claims in November and December tended to increase the number and reduce the averages for benefit certifications with a maximum of 7 compensable days.

By January 31, a total of 97,510 individuals had one or more benefit payments certified under the amended act. Of this number about 70 percent had to serve a waiting period after November 1, because they had not received waiting-period credit for unemployment in the period July–October 1940. The number of accounts open at the end of January was only 94,101, mainly because of exhaustion of benefit rights for the year. The earliest cases of exhaustion appeared in the last week of December; they related to individuals unemployed continuously after the middle of June 1940, who received benefits for 72 days of unemployment in the period from the beginning of July to the middle of November under the old law, and were certified for the remaining 28 days of benefit under the amended act. The total number of accounts closed because of exhaustion was 80 in the 4 December weeks and 3,325 in the 4 January weeks.

More detail on the benefit accounts opened under the amended act is available as of January 3, 1941. At that time the total number of initial benefit certifications under the new law was 71,337. Nearly half of this group, or 34,167, had been previously certified for benefits for the period July–October 1940, under the unamended act; it is estimated that of this number about 12,800

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days, under amended act, by specified period, November 1940–January 1941¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment		Certifications with 8–13 days of unemployment			Certifications with 5–7 days of unemployment		
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Percent of all certifications	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Average number of compensable days
Certifications for first registration period:												
Nov. 15, 1940–Jan. 3, 1941..	43,995	\$14.06	\$2.36	5.96	66.8	\$2.35	33.2	\$2.41	3.91			
Jan. 4–31.....	22,064	14.47	2.60	5.58	58.6	2.55	41.4	2.71	3.59			
Certifications for subsequent registration periods:												
Nov. 15, 1940–Jan. 3, 1941..	112,374	20.26	2.33	8.72	69.4	2.32	24.1	2.34	6.85	6.5	\$2.55	2.03
Jan. 4–31.....	134,886	19.96	2.31	8.68	67.5	2.30	25.8	2.35	6.81	6.7	2.46	2.04

¹ All data, except number of certifications and average benefit per certification, based on 20-percent sample.

received benefits on the basis of compensation credited for 1938 because they had not served a waiting period between July 1 and the effective date of the amended act. It appears, therefore, that of 52,800 employees certified for benefits on the basis of 1939 compensation under the old law, nearly 21,400 also received, by the end of December, benefits under the amended act.

The number of benefit certifications and the amount of benefits in the last quarter of 1940 are shown by the State of residence of beneficiary in table 3.

Employment Service

In the 4 January weeks, the employment service operated by the Railroad Retirement Board registered more than 20,000 additional workers, virtually all of them applicants for unemployment insurance benefits. Orders were received during the period for 2,534 openings, and 544 openings were canceled before placements could be made. Of the total openings, 1,406 were received from nonrailroad employers, mostly in the New York region. More than three-fourths of the 2,100 referrals made were to positions open in the railroad industry. Of the 798 placements during the period, 636 were in railroad jobs; nearly 60 percent of them, however, were temporary, with an expected duration of less than 1 month. The nonrailroad placements, although smaller in number, were for the most part in regular jobs, partly because of the policy of the employment service not to refer railroad men to temporary positions outside the railroad industry. About 60 percent of the January placements were made by the Chicago office, the only unit of the Board's employment service in operation since October 1939.

Table 3.—Railroad unemployment insurance: Number and amount of benefit payments certified, by State of residence of beneficiary, Sept. 28, 1940–Jan. 3, 1941¹

State	Certified under original act		Certified under amended act	
	Number	Amount	Number	Amount
Total.....	110,610	\$1,630,660	186,358	\$2,896,344
Alabama.....	1,966	27,414	1,634	31,400
Arizona.....	800	13,052	456	9,016
Arkansas.....	2,147	30,721	2,802	51,826
California.....	4,662	77,224	7,219	149,583
Colorado.....	1,443	21,694	4,402	82,971
Connecticut.....	267	3,962	371	6,574
Delaware.....	493	8,757	501	11,215
District of Columbia.....	302	4,733	276	5,196
Florida.....	4,169	63,407	1,790	30,090
Georgia.....	3,022	44,883	2,361	43,430
Idaho.....	347	5,186	1,118	20,497
Illinois.....	11,728	183,881	15,766	311,779
Indiana.....	3,213	44,898	4,592	85,653
Iowa.....	2,615	37,496	5,956	108,985
Kansas.....	2,459	36,399	5,665	101,941
Kentucky.....	3,143	43,447	2,933	52,619
Louisiana.....	2,997	37,902	1,950	31,723
Maine.....	1,091	15,596	1,865	35,314
Maryland.....	991	13,162	872	15,090
Massachusetts.....	1,614	24,519	1,569	28,517
Michigan.....	1,800	26,625	3,158	57,098
Minnesota.....	2,796	41,328	6,322	112,859
Mississippi.....	2,032	30,453	2,301	47,691
Missouri.....	5,476	83,027	7,986	149,175
Montana.....	488	7,362	1,384	24,866
Nebraska.....	1,634	22,552	4,893	84,290
Nevada.....	211	3,381	491	10,481
New Hampshire.....	80	1,205	281	5,304
New Jersey.....	2,001	28,591	2,196	43,789
New Mexico.....	1,443	22,354	1,389	26,328
New York.....	8,912	138,329	11,932	221,945
North Carolina.....	1,478	23,330	1,168	22,521
North Dakota.....	528	7,241	1,755	30,170
Ohio.....	4,229	60,953	7,289	127,912
Oklahoma.....	2,007	30,488	2,421	47,755
Oregon.....	347	5,797	1,369	26,016
Pennsylvania.....	7,243	90,310	9,996	172,627
Rhode Island.....	211	3,000	281	5,278
South Carolina.....	1,076	15,537	937	17,515
South Dakota.....	392	5,461	1,208	21,353
Tennessee.....	2,107	28,773	2,451	46,261
Texas.....	6,834	98,706	6,297	112,699
Utah.....	744	11,602	2,146	41,438
Vermont.....	267	4,078	421	7,959
Virginia.....	1,308	19,467	993	18,959
Washington.....	1,182	17,592	2,943	55,337
West Virginia.....	1,323	19,506	1,795	32,678
Wisconsin.....	2,560	39,270	5,068	92,898
Wyoming.....	176	2,383	1,093	17,812
Outside continental United States.....	256	3,626	296	4,721

¹ Based on 20-percent sample of benefit certifications.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Age, Race, and Sex of Beneficiaries, 1940

In tables 1-5 data are presented on age, race, and sex of the individuals for whom monthly benefits of various types were allowed during the calendar year 1940 under the old-age and survivors insurance program. Similar data for the first 6 months of 1940 were published in the Bulletin, September 1940, pages 77-80. These data and the trend of age distributions by type of claim were discussed in the December Bulletin, pages 66-68.

The most significant difference between the age distributions for the two periods is the relatively large increase in the number of primary beneficiaries aged 69 and over whose claims were allowed during the entire year as compared with the number allowed in the first 6 months of 1940. This

increase was anticipated, since under the 1939 amendments persons who attained age 65 prior to 1937 could not be fully insured until they had received wages of \$50 or more in each of 6 calendar quarters since December 31, 1938, and therefore could not be entitled to primary benefits prior to the second quarter of 1940. The slight increase in the proportion of older wives and widows whose claims were allowed during the entire year as compared with those during the first 6 months was anticipated for the same reason. The number of primary-benefit claims allowed in the second half of 1940 for beneficiaries aged 66 and 67 on their birthdays in 1940 was smaller than the number of such claims allowed in the first 6 months of the year. This decrease was also expected, since claims allowed for such beneficiaries in the first 6

Table 1.—Claims for primary monthly benefits: Number allowed and monthly amount payable,¹ by age, race, and sex of beneficiary, January-December 1940

Age ² (years)	Total		White				Negro and other			
	Number	Amount	Male		Female		Male		Female	
			Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	132,335	\$3,005,055	112,345	\$2,641,416	14,483	\$268,023	5,088	\$89,700	419	\$5,916
65.....	23,151	522,054	19,266	452,258	3,026	54,860	781	13,829	78	1,107
66.....	32,523	708,514	27,071	613,638	3,870	68,561	1,450	24,493	132	1,822
67.....	26,542	572,490	22,234	498,560	3,128	54,566	1,084	18,081	96	1,283
68.....	13,672	311,575	11,547	271,710	1,437	27,716	642	11,475	46	674
69.....	5,645	140,026	4,848	123,669	569	11,907	215	4,246	13	204
70.....	5,901	147,857	5,111	131,734	540	11,205	236	4,696	14	222
71.....	4,872	119,243	4,257	106,817	461	9,543	143	2,707	11	176
72.....	4,136	101,692	3,688	92,565	350	7,210	93	1,845	5	72
73.....	3,350	81,103	3,003	74,309	248	5,011	92	1,685	7	98
74.....	2,953	71,979	2,636	65,664	224	4,574	92	1,723	1	18
75.....	2,360	56,999	2,081	51,485	189	3,826	86	1,631	4	57
76.....	1,821	43,819	1,646	40,233	134	2,804	37	727	4	55
77.....	1,341	32,029	1,230	29,837	82	1,611	28	568	1	13
78.....	1,109	26,233	1,013	24,369	69	1,425	25	459	2	40
79.....	903	21,040	816	19,307	61	1,270	25	447	1	16
80.....	654	15,520	616	14,776	24	492	12	218	2	34
81.....	470	11,083	424	10,149	31	632	15	302	0	0
82.....	336	8,070	313	7,631	15	311	7	113	1	15
83.....	214	4,874	196	4,519	11	219	7	136	0	0
84.....	141	3,264	125	2,959	10	188	6	117	0	0
85.....	84	2,032	81	1,960	2	48	1	24	0	0
86.....	60	1,354	55	1,270	1	19	4	65	0	0
87.....	42	941	39	896	1	25	1	10	1	10
88.....	12	318	12	318	0	0	0	0	0	0
89.....	19	465	19	465	0	0	0	0	0	0
90.....	16	303	11	221	0	0	5	82	0	0
91.....	0	0	0	0	0	0	0	0	0	0
92.....	4	95	3	74	0	0	1	21	0	0
93.....	3	57	3	57	0	0	0	0	0	0
94.....	1	26	1	26	0	0	0	0	0	0

¹ Represents all claims allowed during 12 months and monthly amount payable without adjustments required by sec. 203 (subsecs. d, e, g, and h) and sec. 907 of the Social Security Act Amendments of 1939.

² Represents age on birthday in 1940.

Table 2.—Claims for child's monthly benefits: Number allowed and monthly amount payable,¹ by age, race, and sex of beneficiary, January–December 1940

Age ² (years)	Total		White				Negro and other			
	Number	Amount	Male		Female		Male		Female	
			Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	59,382	\$724,648	27,037	\$345,032	26,547	\$332,431	2,658	\$23,705	2,540	\$22,580
Under 1.....	1,270	14,357	618	7,178	519	6,059	70	554	63	566
1.....	1,960	22,334	916	10,879	795	9,411	138	1,142	111	902
2.....	2,139	25,058	1,008	12,103	901	10,978	116	989	114	988
3.....	2,258	26,158	1,022	12,308	949	11,353	160	1,403	127	1,094
4.....	2,255	26,421	1,038	12,820	940	11,186	141	1,247	136	1,168
5.....	2,387	27,919	1,062	12,820	1,060	12,814	137	1,193	128	1,092
6.....	2,520	29,646	1,118	13,745	1,099	13,267	159	1,435	144	1,199
7.....	2,586	30,857	1,199	14,835	1,099	13,431	122	1,109	166	1,482
8.....	2,890	34,472	1,301	16,115	1,242	15,546	175	1,565	142	1,246
9.....	2,933	35,398	1,342	16,818	1,304	16,074	158	1,348	129	1,158
10.....	3,229	39,705	1,544	19,391	1,372	17,480	155	1,454	158	1,380
11.....	3,549	43,618	1,640	20,695	1,597	20,137	167	1,450	145	1,336
12.....	3,829	47,352	1,780	22,750	1,730	21,844	182	1,629	131	1,129
13.....	4,249	52,335	1,870	23,499	2,042	25,770	155	1,401	182	1,665
14.....	4,512	55,805	2,115	26,627	2,076	26,234	151	1,347	170	1,597
15.....	4,897	61,151	2,331	29,492	2,227	28,615	152	1,416	187	1,628
16.....	5,065	63,831	2,353	30,041	2,414	31,015	148	1,316	150	1,459
17.....	4,774	61,054	2,352	30,455	2,188	28,330	122	1,188	112	1,081
18.....	2,110	27,177	1,022	13,361	993	12,887	50	519	45	410

¹ Represents all claims allowed for children of primary beneficiaries and deceased insured workers during 12 months and monthly amount payable without adjustments required by sec. 203 (subsecs. d, e, g, and h) and sec. 907 of the Social Security Act Amendments of 1939.

² Represents age on birthday in 1940, which accounts for benefits for children 18 years of age.

Table 3.—Claims for parent's monthly benefits: Number allowed and monthly amount payable,¹ by age, race, and sex of beneficiary, January–December 1940

Age ² (years)	Total		White				Negro and other			
	Number	Amount	Male		Female		Male		Female	
			Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	852	\$11,153	166	\$2,087	606	\$8,216	14	\$141	66	\$709
65.....	54	672	11	123	38	496	0	0	5	53
66.....	67	844	10	121	48	621	0	0	9	102
67.....	64	793	9	106	49	623	1	10	5	54
68.....	50	673	11	148	36	495	0	0	3	30
69.....	59	747	12	154	41	532	0	0	6	61
70.....	70	913	16	213	39	548	4	39	11	113
71.....	57	729	10	119	42	554	0	0	5	56
72.....	50	621	7	79	35	469	3	30	5	43
73.....	33	430	9	117	22	291	2	22	0	0
74.....	39	510	10	127	26	352	0	0	3	31
75.....	41	520	5	56	31	412	3	31	2	21
76.....	37	512	7	96	28	394	0	0	2	22
77.....	24	331	2	25	21	296	0	0	1	10
78.....	39	528	6	69	33	459	0	0	0	0
79.....	22	293	6	77	14	185	0	0	2	31
80.....	30	410	5	70	23	318	0	0	2	22
81.....	21	295	5	64	15	217	0	0	1	14
82.....	20	276	9	117	11	159	0	0	0	0
83.....	15	211	2	26	13	185	0	0	0	0
84.....	24	340	6	87	16	234	1	9	1	10
85.....	7	108	1	15	5	81	0	0	1	12
86.....	6	72	2	20	4	52	0	0	0	0
87.....	7	95	2	23	4	62	0	0	1	10
88.....	3	46	0	0	2	32	0	0	1	14
89.....	1	21	0	0	1	21	0	0	0	0
90.....	5	77	1	11	4	66	0	0	0	0
91.....	1	10	0	0	1	10	0	0	0	0
92.....	2	21	1	11	1	10	0	0	0	0
93.....	0	0	0	0	0	0	0	0	0	0
94.....	1	11	0	0	1	11	0	0	0	0
95.....	1	10	0	0	1	10	0	0	0	0
99.....	1	21	0	0	1	21	0	0	0	0
113.....	1	13	1	13	0	0	0	0	0	0

¹ See table 1, footnote 1.

² See table 1, footnote 2.

months of 1940 included a large proportion for individuals whose covered employment was terminated prior to the commencement of monthly benefits in January 1940. For primary beneficiaries who attained age 65 in 1940, a much larger number of claims were allowed in the second half of the year than in the first half. This is largely accounted for by the fact that all such claims allowed in the first half of the year were for individuals who attained age 65 in that period, while those allowed in the latter half of the year included not only those for individuals who attained age 65 in that period but also some claims for individuals who attained age 65 in the first half of the year.

The ratio of the number of wife's benefits to primary benefits allowed is somewhat greater for the entire year than for the first 6 months. This difference is due principally to the increased proportion of older workers who became entitled to primary benefits and who are likely to have wives aged 65 or over. The small but increasing number of wives who reach age 65 after their husbands become entitled to primary benefits also contributes to the increase in the ratio.

Employee Accounts Established and Employer Identification Numbers Assigned

The decline in job opportunities following special holiday employment in December was probably responsible for the 12.4-percent decrease in the weekly average of employee accounts established in January (table 6). The weekly average of employer identification numbers assigned, on the other hand, increased 5.7 percent from December. This increase may have been caused in part by the fact that firms established during the last quarter of 1940 for Christmas trade did not apply for identification numbers until January when they filed their tax reports. Increased industrial activity resulting from the defense program is also bringing new firms into existence.

The use of weekly averages, relating to the 4 or 5 weeks ended on Friday in the calendar month, is inaugurated in this issue with January data on accounts established and identification numbers assigned. For comparability of monthly data, weekly averages are preferable to calendar-month totals, since calendar months vary considerably in the number of working days.

Table 4.—Claims for wife's and for widow's monthly benefits: Number allowed and monthly amount payable,¹ by age and race of beneficiary, January–December 1940

Age ² (years)	Wife's						Widow's					
	Total		White		Negro and other		Total		White		Negro and other	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	34,555	\$419,964	33,811	\$413,175	744	\$6,789	4,600	\$63,674	4,478	\$61,767	122	\$1,907
65.....	5,304	63,787	5,183	62,729	121	1,058	768	15,578	745	15,214	23	364
66.....	6,042	72,654	5,886	71,234	156	1,420	810	16,336	787	15,990	23	346
67.....	4,955	59,916	4,862	58,983	103	933	642	12,748	627	12,525	15	223
68.....	4,122	49,687	4,025	48,832	97	855	546	11,243	530	10,994	16	249
69.....	3,090	38,205	3,030	37,596	60	609	401	8,309	391	8,155	10	154
70.....	2,569	31,712	2,523	31,313	46	399	335	7,090	326	6,946	9	144
71.....	2,026	24,981	1,989	24,609	37	372	249	5,033	239	4,864	10	169
72.....	1,642	20,196	1,601	19,811	41	385	198	3,993	191	3,888	7	105
73.....	1,224	14,990	1,205	14,835	19	155	172	3,564	170	3,525	2	39
74.....	1,014	12,667	999	12,519	15	148	133	2,685	132	2,669	1	16
75.....	728	8,968	707	8,742	21	226	91	1,831	90	1,811	1	20
76.....	533	6,567	525	6,507	8	60	70	1,436	69	1,417	1	19
77.....	387	4,735	382	4,691	5	44	59	1,251	58	1,241	1	10
78.....	296	3,584	294	3,568	2	16	30	628	30	628	0	0
79.....	205	2,414	202	2,381	3	33	27	570	27	570	0	0
80.....	154	1,811	151	1,795	3	16	22	412	20	383	2	29
81.....	91	1,046	88	1,019	3	27	15	289	15	289	0	0
82.....	70	838	69	826	1	12	13	284	12	264	1	20
83.....	40	467	40	467	0	0	8	158	8	158	0	0
84.....	26	300	26	300	0	0	4	82	4	82	0	0
85.....	13	152	12	146	1	6	2	42	2	42	0	0
86.....	10	123	10	123	0	0	3	66	3	66	0	0
87.....	6	71	6	71	0	0	2	46	2	46	0	0
88.....	2	30	2	30	0	0	0	0	0	0	0	0
89.....	1	13	1	13	0	0	0	0	0	0	0	0
90.....	2	16	1	9	1	7	0	0	0	0	0	0
91.....	3	34	2	26	1	8	0	0	0	0	0	0

¹ See table 1, footnote 1.

² See table 1, footnote 2.

Monthly Benefits in Force

Information on monthly benefits in force under the old-age and survivors insurance program at the end of a given month is inaugurated with January data in this issue. Previously published data have been presented in terms of total claims allowed within given periods, without adjustment for any action subsequent to allowance of the claim and without indication of the effects of deductions made under sections 203 or 907 of the amended act.

In-force data represent the cumulative total of

Table 5.—Claims for widow's current monthly benefits: Number allowed and monthly amount payable,¹ by age and race of beneficiary, January–December 1940

Age ² (years)	Total		White		Negro and other	
	Number	Amount	Number	Amount	Number	Amount
Total	23,260	\$455,787	21,783	\$435,800	1,477	\$19,987
15	2	28	2	28	0	0
16	8	121	7	112	1	9
17	14	222	11	181	3	41
18	40	601	34	537	6	64
19	88	1,253	69	1,050	19	203
20	143	2,119	112	1,718	31	401
21	194	3,055	166	2,694	28	361
22	238	3,906	212	3,601	26	305
23	313	5,113	275	4,666	38	447
24	361	6,058	324	5,593	37	465
25	401	6,639	343	5,923	58	716
26	471	8,163	402	7,240	69	923
27	467	8,361	419	7,723	48	638
28	573	10,268	502	9,411	71	857
29	524	9,515	478	8,910	46	605
30	553	10,256	496	9,487	57	769
31	563	10,492	508	9,801	55	691
32	591	11,217	545	10,625	46	592
33	639	12,443	585	11,712	54	731
34	678	13,438	625	12,685	53	753
35	742	14,599	697	13,969	45	630
36	715	14,025	663	13,300	52	725
37	736	14,744	692	14,108	44	636
38	751	15,051	701	14,331	50	720
39	735	14,774	679	14,014	56	760
40	882	17,635	819	16,733	63	902
41	764	15,769	740	15,405	24	364
42	880	18,185	847	17,683	33	502
43	817	17,195	780	16,672	37	523
44	865	18,017	834	17,566	31	451
45	805	16,622	778	16,266	27	356
46	841	17,526	821	17,225	20	301
47	858	17,582	820	17,002	38	580
48	848	17,317	820	16,907	28	410
49	709	14,440	679	14,015	30	425
50	730	14,953	703	14,586	27	367
51	606	12,502	588	12,247	18	255
52	630	12,691	601	12,282	29	409
53	488	9,652	476	9,501	12	161
54	456	9,186	439	8,908	17	278
55	392	7,658	381	7,495	11	163
56	313	6,143	301	6,004	12	139
57	270	5,161	258	5,008	12	153
58	201	4,019	197	3,946	4	73
59	141	2,766	136	2,692	5	74
60	95	1,836	95	1,836	0	0
61	69	1,327	67	1,310	2	17
62	20	374	19	365	1	9
63	23	490	23	460	0	0
64	7	149	6	130	1	19
65	1	17	1	17	0	0
Unknown	9	144	7	120	2	24

¹ See table 1, footnote 1.

² See table 1, footnote 2.

all claims for benefits allowed as of a given date, adjusted for changes effected in such benefits and decreased by the cumulative total of all benefits terminated through that date.

Table 7 shows the number and corresponding amount of monthly benefits of each type in force

Table 6.—Weekly average of employee accounts established and employer identification numbers assigned, by State, January 1941¹

Social Security Board region and State	Employee accounts		Employer identification numbers	
	Average number	Percentage distribution	Average number	Percentage distribution
Total	108,542	100.0	5,557	100.0
Region I:				
Connecticut	1,328	1.2	76	1.4
Maine	511	.5	44	.8
Massachusetts	3,757	3.5	132	2.4
New Hampshire	307	.3	29	.5
Rhode Island	579	.5	31	.6
Vermont	171	.2	13	.2
Region II:				
New York	8,326	7.6	884	16.1
Region III:				
Delaware	214	.2	8	.1
New Jersey	2,634	2.4	273	4.9
Pennsylvania	6,052	5.6	274	4.9
Region IV:				
District of Columbia	629	.6	49	.9
Maryland	1,561	1.4	70	1.3
North Carolina	5,515	5.1	56	1.0
Virginia	3,931	3.6	78	1.4
West Virginia	2,257	2.1	73	1.3
Region V:				
Kentucky	2,982	2.7	71	1.3
Michigan	3,923	3.6	232	4.2
Ohio	4,694	4.3	285	5.1
Region VI:				
Illinois	5,405	5.0	352	6.3
Indiana	2,938	2.7	214	3.8
Wisconsin	1,706	1.6	122	2.2
Region VII:				
Alabama	3,186	2.9	75	1.4
Florida	2,591	2.4	177	3.2
Georgia	3,155	2.9	106	1.9
Mississippi	1,433	1.3	52	.9
South Carolina	2,735	2.5	33	.6
Tennessee	4,164	3.8	74	1.3
Region VIII:				
Iowa	1,374	1.3	133	2.4
Minnesota	1,499	1.4	157	2.8
Nebraska	707	.7	54	1.0
North Dakota	274	.3	18	.3
South Dakota	267	.2	17	.3
Region IX:				
Arkansas	1,867	1.7	41	.7
Kansas	1,373	1.3	73	1.3
Missouri	3,584	3.3	167	3.0
Oklahoma	1,255	1.2	51	.9
Region X:				
Louisiana	3,315	3.1	70	1.3
New Mexico	406	.4	25	.5
Texas	6,150	5.7	196	3.5
Region XI:				
Arizona	414	.4	19	.3
Colorado	683	.6	44	.8
Idaho	260	.2	17	.3
Montana	309	.3	37	.7
Utah	235	.2	15	.3
Wyoming	231	.2	12	.2
Region XII:				
California	5,125	4.7	372	6.7
Nevada	74	.1	8	.1
Oregon	1,173	1.1	57	1.0
Washington	1,025	.9	78	1.4
Territories:				
Alaska	35	(²)	6	.1
Hawaii	223	.2	7	.1

¹ Average relates to 5 weeks, Dec. 28, 1940–Jan. 31, 1941.
Less than 0.05 percent.

at the end of December 1940 and at the end of January 1941, by payment status, together with changes in the number and amount of each type of monthly benefit in force resulting from actions effected during January.

The division of benefits in force by payment status indicates the incidence of deductions effective under sections 203 and 907 of the amended act, as of the specified dates. Benefits in current-payment status represent those for which no deduction is made from current benefits and those for which current benefits are subject to deduction of a fixed amount which is less than the benefit for the current month; in either case, a payment may be certified for the current and subsequent months. A benefit in deferred-payment status represents one subject to deduction of a fixed amount which equals or exceeds the benefit for the current month; no payment, therefore, will be certified until some definite subsequent month, at which time the then current benefit or a portion thereof may be certified. A benefit in conditional-payment status is subject to deduction of the entire benefit for the current and each subsequent month for an indefinite period; therefore, no payment will be certified for an indefinite period.

Deductions may result from one of several

conditions specified by law. Deductions are made from any type of monthly benefit if the beneficiary is currently working in covered employment for wages (as defined in the act) of \$15 or more per month; from a wife's or child's benefit because of such employment of the wage earner; from the benefits of a child over age 16 because of failure to attend school regularly if such attendance is feasible; or from a widow's current benefit if she does not currently have in her care a child entitled to a child's benefit. Certification of benefit payments under such conditions is postponed indefinitely until it is reported that the condition no longer exists currently; the benefit is meanwhile classified as in conditional-payment status. A benefit may be subject to deduction if one of these conditions existed in the past but is reported not to exist currently, if payment was made prior to 1940 of a lump-sum benefit under the original act on the wage earner's attainment of age 65, if the employee's taxes on wages earned in 1939 after age 65 are unpaid, if penalties for failure to report conditions require deductions, or if a combination of such reasons exists. In such cases, certification of payments is postponed until the total of benefits not certified for payment equals the total amount to be deducted for such

Table 7.—Number and amount of monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, January 1941

[Data corrected to Feb. 20, 1941]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Dec. 31, 1940.....	245,242	\$4,535,115	128,119	\$2,907,289	32,918	\$400,081	56,701	\$690,924	4,549	\$92,627	22,122	\$433,302	833	\$10,892
In current-payment status.....	222,488	4,070,289	112,331	2,538,649	29,749	360,870	54,648	667,954	4,437	89,963	20,499	402,064	824	10,789
In deferred-payment status.....	1,964	45,157	1,512	38,238	217	2,878	105	1,178	91	2,199	33	599	6	65
In conditional-payment status.....	20,790	419,669	14,276	330,402	2,952	36,333	1,948	21,792	21	465	1,590	30,639	3	38
Actions during January 1941:														
Claims allowed.....	24,372	439,252	11,057	252,642	3,231	39,022	6,538	79,027	788	15,910	2,612	50,790	146	1,861
Entitlements terminated ³	2,050	37,472	874	20,602	401	4,951	501	6,426	22	451	241	4,900	11	142
Net adjustments ⁴	-36	267	-15	-12	-2	-13	-15	175	-2	-35	-1	163	-1	-11
In force as of Jan. 31, 1941.....	267,528	4,937,162	138,287	3,139,317	35,746	434,139	62,723	763,700	5,313	108,051	24,492	479,355	967	12,600
In current-payment status.....	244,286	4,461,159	122,390	2,765,869	32,586	394,910	60,531	739,101	5,195	105,285	22,626	443,495	958	12,409
In deferred-payment status.....	2,057	49,299	1,615	42,365	228	3,094	73	818	100	2,332	34	610	7	80
In conditional-payment status.....	21,185	426,704	14,282	331,083	2,932	36,135	2,119	23,781	18	434	1,832	35,250	2	21

¹ Represents total claims allowed, after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940, when monthly benefits were first payable.

² Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

³ Terminations may be for following reasons: primary benefit—death of beneficiary; wife's benefit—death of beneficiary, death of husband, divorce, entitlement of beneficiary to equal or larger primary benefit; child's benefit—

beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to equal or larger monthly benefit.

⁴ Adjustments in amount of a monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203(a) are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203(b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

reasons. Postponement of certification for a definite period results in classification of the benefit as in deferred-payment status. During such postponement of certification, either for a definite period or for an indefinite period, entitlement to each benefit continues unaffected except by adjustment or termination.

Entitlement to any type of monthly benefit may be terminated by the death of the beneficiary. In addition, entitlement to a wife's benefit may be terminated by death of the husband or by divorce; to a child's or parent's benefit, by marriage of the beneficiary; to a child's benefit, by adoption of the beneficiary or by his attainment of age 18; to a widow's or widow's current benefit, by remarriage of the beneficiary; and to a widow's current benefit, by termination of entitlement of the last entitled child or by the widow's becoming entitled to a widow's benefit. Moreover, entitlement to any type of benefit except a primary or child's benefit may be terminated if the beneficiary becomes entitled to another equal or larger monthly benefit based on another individual's wages. After a claim for any type of monthly benefit has been allowed, that benefit

remains in force until it is terminated for one of the reasons cited above.

Net adjustments represent, principally, net changes during the month in the amount in force resulting from the application of the maximum and minimum provisions of section 203 on entitlement or termination of entitlement of one of several beneficiaries whose monthly benefits are based on the same individual's wages. If the application of the maximum provisions has previously resulted in a reduction in amounts of several individual benefits, the termination of entitlement of an existing beneficiary will increase the benefits of some or all of the remaining beneficiaries. On the other hand, the entitlement of an additional beneficiary in such a case will further decrease the benefits of some or all of the existing beneficiaries. In some cases in which the maximum provisions previously had no effect, their application upon the entitlement of an additional beneficiary reduces the benefits of one or more existing beneficiaries. In still other cases, upon the termination of entitlement of one of two existing beneficiaries, the remaining benefit is increased by application of the minimum provision.

Operations Under the Railroad Retirement Act *

Total benefit payments certified to the Treasury in January 1941 amounted to \$10.1 million—0.5 percent more than in December and 0.8 percent more than the average for the first 6 months of the current fiscal year (table 1). The increase resulted principally from continuing additions to the in-force payments and an increase in retroactive payments on employee annuities. Lump-sum death-benefit payments were 7.3 percent larger in January than in December. Decreases occurred in payments for survivor and death-benefit annuities, in addition to the usual decrease in payments to former carrier pensioners.

Total net payments for the first 7 months of the current fiscal year amounted to \$70.1 million, or 7.4 percent more than the \$65.3 million net payments for the corresponding period of the previous year. Total payments on employee annuities for the 7 months, amounting to nearly

77 percent of all payments, were 12.5 percent greater than a year ago.

New certification of employee annuities in January, amounting to 1,558, numbered 188 more than in December but less than for any other month since July 1937 (table 2). During January, deaths of 762 employee annuitants were reported, the largest number for any month since the beginning of the retirement system, with the exception of April 1940. The net result was an increase of 783 in the number of employee annuities in force during the month, compared with an increase of 685 for December, and with an average of nearly 1,200 for the preceding 5 months, July–November.

The number of pensions in force decreased 376 during January. A decrease of 54 in the number of death-benefit annuities in force resulted principally from an exceptionally large number of terminations. The number of survivor annuities in force as of January 31, 1941, was 28 greater than the number as of December 31, 1940. The

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad retirement: Net benefit payments certified to the Secretary of the Treasury, by class of payment, for specified periods, 1936-41¹

Period and administrative action	Total payments	Employee annuities	Pensions to former carrier pensioners	Survivor annuities	Death-benefit annuities	Lump-sum death benefits
Net benefit payments:						
Cumulative through January 1941.....	\$378, 419, 104	\$265, 226, 585	\$103, 393, 767	\$2, 730, 585	\$2, 134, 137	\$4, 934, 027
Fiscal year:						
1936-37.....	4, 514, 617	4, 409, 019		36, 751	68, 846	
1937-38.....	82, 654, 660	46, 930, 329	34, 701, 617	388, 479	599, 217	35, 017
1938-39.....	107, 131, 438	75, 418, 986	28, 887, 973	787, 240	716, 261	1, 320, 976
1939-40.....	114, 025, 141	84, 529, 592	25, 975, 863	912, 895	495, 200	2, 111, 590
1940-41 (through January).....	70, 093, 246	53, 938, 658	13, 828, 313	605, 218	254, 613	1, 466, 443
December 1940.....	10, 024, 464	7, 751, 987	1, 942, 615	88, 379	35, 681	205, 801
In-force payments.....	9, 458, 947	7, 394, 341	1, 955, 448	83, 317	25, 840	
Retroactive payments.....	426, 359	404, 774	5, 829	5, 208	10, 547	
Lump-sum death-benefit payments.....	206, 349					206, 349
Cancellations and repayments (deduct).....	67, 192	47, 128	18, 663	145	706	548
January 1941.....	10, 079, 263	7, 826, 200	1, 912, 547	86, 873	32, 847	220, 793
In-force payments.....	9, 491, 080	7, 449, 848	1, 933, 095	84, 074	24, 062	
Retroactive payments.....	440, 947	427, 947	939	3, 073	8, 987	
Lump-sum death-benefit payments.....	221, 330					221, 330
Cancellations and repayments (deduct).....	74, 095	51, 595	21, 488	275	201	536

¹ For definitions of classes of payments see the *Bulletin*, July 1939, p. 7. Cents are omitted in all figures. Data relate to months ended on 20th calendar day.

² Total benefit payments certified to the Secretary of the Treasury are \$9.0 million more than total benefit payments issued by disbursing officer as

shown on p. 91, table 5. This difference results almost entirely from payments for annuities and pensions in force at end of month which are certified to the Secretary of the Treasury during month and for which checks are not drawn by disbursing officer until first of following month.

combined result of initial certifications and of terminations was an increase of only 381 in the total number of annuities and pensions in force at the end of the month. The increase was slightly larger than in December but smaller than at any time since October 1936.

The average monthly payment on employee annuities initially certified in January was \$64.94. Slightly more than 23 percent of these annuities are subject to recertification, because complete evidence on service, earnings, and other information relating to the amount payable was not on hand at the time of initial certification. It

is estimated that the average monthly amount of recent initial certifications will increase from 2 to 2½ percent when those subject to recertification are certified on a final basis.

For all employee annuities in force at the end of January, including those subject to recertification, the monthly average was \$65.64; for pensions, \$58.77; for survivor annuities, \$32.80; and for death-benefit annuities, \$35.70.

The number of lump-sum death benefits certified in January was 983—5 more than in December. The average payment for this type of benefit was \$223.63.

Table 2.—Railroad retirement: Number and amount of annuities and pensions in force and monthly amount payable as of Jan. 31, 1941¹

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount
In force as of Dec. 31, 1940.....	149, 241	\$9, 458, 947	112, 710	\$7, 394, 341	33, 268	\$1, 955, 448	2, 535	\$83, 317	728	\$25, 840
During January 1941: ³										
Initial certifications.....	1, 651	104, 180	1, 558	101, 182			32	881	61	2, 117
Terminations by death.....	1, 266	76, 284	762	49, 624	384	22, 577	4	147	116	3, 935
Net adjustments.....	-4	+4, 236	-13	+3, 949	+8	+224		+23	+1	+40
Cumulative through January 1941: ³										
Initial certifications.....	192, 423	11, 467, 986	136, 022	8, 383, 203	48, 525	2, 809, 100	2, 713	88, 238	5, 163	187, 443
Terminations by death.....	42, 333	2, 471, 968	22, 094	1, 428, 613	15, 603	874, 563	147	4, 704	4, 489	164, 086
Net adjustments.....	-468	+495, 062	-435	+495, 258	-30	-1, 441	-3	+540		+705
In force as of Jan. 31, 1941.....	149, 622	9, 491, 080	113, 493	7, 449, 848	32, 892	1, 933, 095	2, 563	84, 074	674	24, 062

¹ Figures (cents omitted) based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error was discovered and not in figures for month in which error was made. To this extent, figures shown here may differ slightly from administrative action.

² In a few cases payments are made to more than 1 survivor on account of

death of 1 individual. Such payments are here counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable. Practically all terminations are of latter type.

³ Certifications are added, terminations by death are subtracted, and net adjustments are added or subtracted as indicated. Net adjustments are obtained by adding reinstatements of suspended payments and subtracting terminations for reasons other than death (suspensions, returns to service, and commuted lump-sum payments). Recertifications, which are included in net adjustments, ordinarily result in additions to amount payable but do not affect number of cases adjusted.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Insurance Payments Under Selected Programs

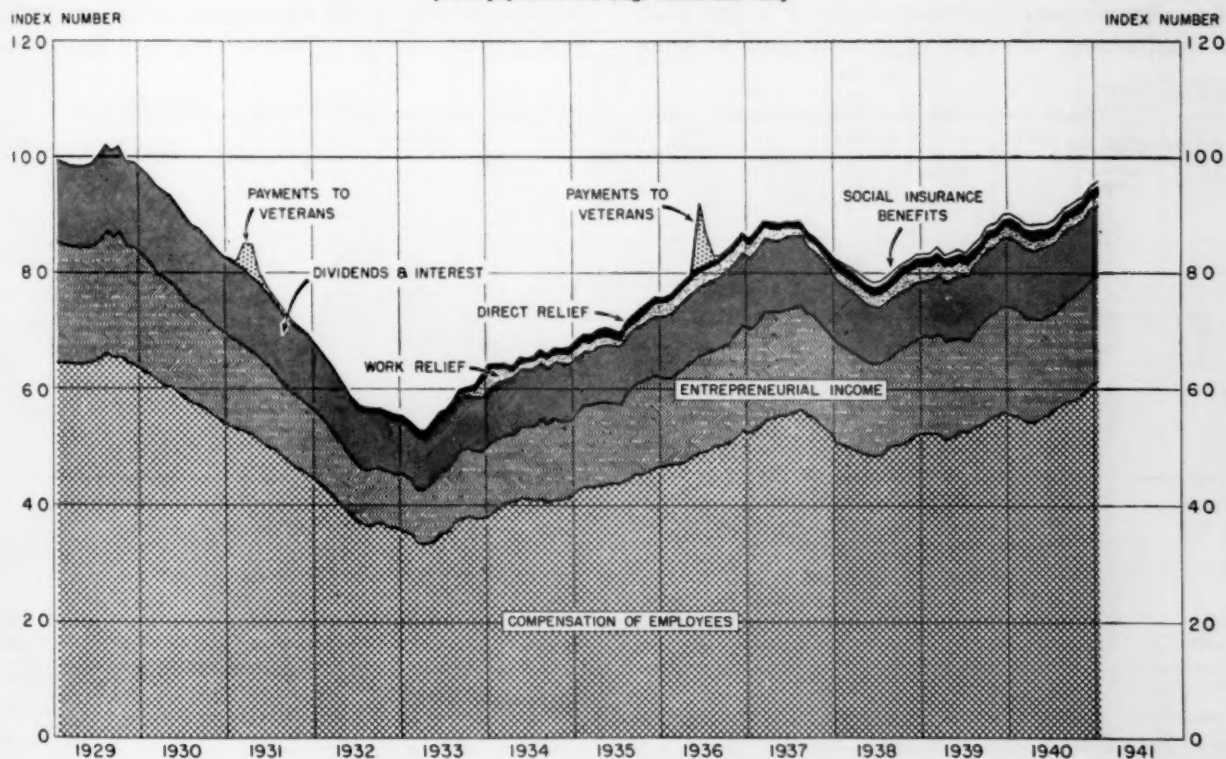
One measure of the relative importance of social insurance payments is the proportionate size of these payments compared with other types of income payments. Chart 1, based on estimates of the National Income Division of the Department of Commerce, indicates the movement of the various types of income payments in the continental United States from January 1929 through January 1941. Although social insurance payments have increased since 1938, such payments still constitute an appreciably smaller proportion of total income payments than do direct relief and work relief combined. This relationship would be somewhat altered, however, if workmen's compensation payments, annuities and refunds to Federal, State, and municipal employees, and pensions and disability benefits to veterans (excluding payments

of adjusted-service compensation) which are included in the chart with compensation of employees, were shown as social insurance benefits. The inclusion of these payments with benefits under old-age and survivors insurance, railroad retirement, and railroad and State unemployment insurance would more than double the area on the chart representing current social insurance benefits. The amounts paid under the four selected social insurance programs are shown in chart 2.

In January 1941, benefit payments under the four Federal and Federal-State social insurance programs for workers in industrial and commercial employment climbed to \$58.8 million, an increase of 20 percent over December 1940. Aggregate payments exceeded payments in each of the preceding 4 months and also in January 1940. Of

Chart 1.—Index of income payments in the continental United States, January 1929–January 1941¹

[Total payments in average month 1929=100]



¹ Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

Source: U. S. Department of Commerce, National Income Division.

the \$10 million increase over December 1940, \$8.4 million was in State unemployment compensation payments aggregating \$39.3 million (table 1).

The largest proportional increase, however, was in benefits under the Railroad Unemployment Insurance Act; payments of \$3.4 million represented an all-time high, 40 percent greater than the previous high in December. This new high reflects not only unemployment in the railroad industry, principally the regular seasonal slack in maintenance-of-way and post-holiday lay-offs of station and train-and-engine crews, but also the recent liberalization of benefits under the amended act.

The 27-percent increase in State unemployment compensation benefits was in general a normal seasonal increase, arising partly from increased unemployment in retail trade and in industries affected by winter weather and partly from the provisions of the State laws concerning benefit years. In the many States with an individual benefit year in which benefits were first payable in January of 1938 or 1939, the peak of the first month of payments tends to be repeated in each succeeding January. In Oregon, which has a uniform benefit year beginning January 1, the peak is emphasized. In spite of liberalization of some

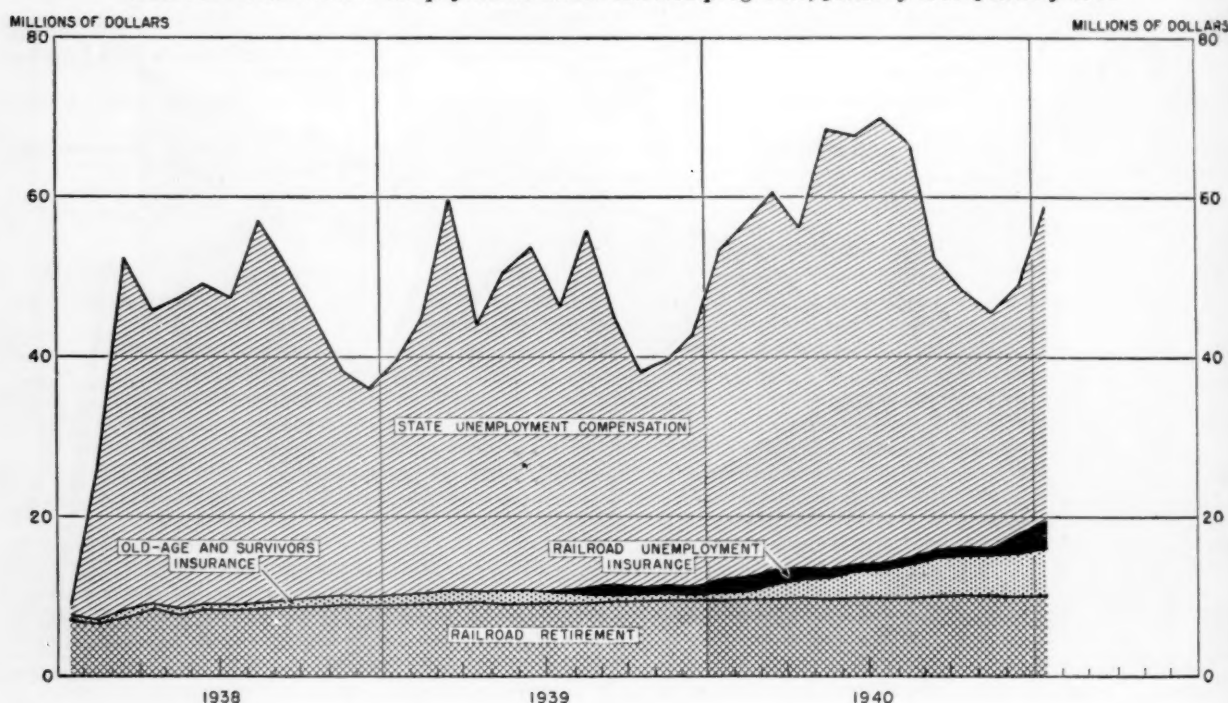
State laws and of the increase of wage credits available to increase benefit eligibility, amount, and duration, total unemployment compensation payments in January 1941 were \$1.8 million less than in January 1940. This decrease undoubtedly reflects the influence of the defense program.

January payments under the old-age and survivors insurance program of the Social Security Act totaled \$6.1 million, an increase of 9 percent over December payments. The largest and most significant increase was in monthly benefits, which aggregated almost \$5 million, the largest amount in any month to date. Lump-sum death payments in cases in which no survivor could be entitled to monthly benefits for the month in which the worker died exceeded \$1 million. Lump-sum payments to survivors of workers who died before 1940 were still being made under the 1935 act; such payments in January, as in December, totaled approximately \$25,000.

Total payments of more than \$10 million under the Railroad Retirement Act reflected the usual small increase in that program, amounting to less than 1 percent.

The number of beneficiaries increased in general, as did payments in the various categories (table 2). The largest number of beneficiaries are the short-

Chart 2.—Social insurance payments under selected programs, January 1938–January 1941



term beneficiaries under the unemployment compensation programs. In January an average of 900,000 unemployed workers received weekly benefits under the State laws or the special law for railroad workers. Almost 150,000 retired railroad employees or their surviving spouses received monthly benefits under the Railroad Retirement Act.

Almost 250,000 individual claimants received monthly benefits under the Social Security Act old-age and survivors insurance. Half of these beneficiaries are retired workers over 65 years; a sixth are additional claimants in the families of these primary beneficiaries, that is, wives over 65 or children under 18 (table 3). The other third are survivors of insured workers or annuitants, most of them children under 18 and widowed mothers of such children. Since age 65 is required for entitlement to a wife's, widow's, or parent's benefit as well as for a retirement benefit,

approximately 66 percent of the total amount certified in January and 73 percent of the beneficiaries represented what may be called old-age benefits.

The 250,000 monthly beneficiaries of the old-age and survivors insurance program under the Social Security Act probably represent only a slightly larger number of families than the 150,000 employee annuitants, pensioners, and survivor annuitants under the Railroad Retirement Act. The 40,000 wives and children of living primary beneficiaries represent supplementary beneficiaries in the households of the 125,000 primary beneficiaries. The 28,000 widows represent 28,000 additional households, but the 54,000 orphans represent additional households only when they have no mothers drawing widow's current benefits. The 959 parent beneficiaries are in families without other survivor beneficiaries, but, since both parents of a deceased worker may receive parent's

Table 1.—Social insurance payments under selected programs, calendar years 1936–40, and by month, January 1940–January 1941¹

[In thousands]

Year and month	Total	Old-age and survivors insurance payments							Unemployment insurance payments		
		Total	Under the Social Security Act			Under the Railroad Retirement Act ²			Total	Under State unemployment compensation laws ³	Under the Railroad Unemployment Insurance Act ⁴
			Monthly benefits—primary, supplementary, and survivors ⁵	Lump-sum death payments under 1939 amendments ⁶	Lump-sum payments under 1935 Act ⁶	Employee annuities and pensions	Survivor and death-benefit annuities	Lump-sum death payments			
Calendar year:											
1936.....	\$816	\$685				\$683	\$2		\$131	\$131	
1937.....	43,855	41,723			\$1,278	40,001	444		2,132	2,132	
1938.....	505,319	108,918			10,478	96,749	1,401	\$290	396,401	396,401	
1939.....	560,140	124,553			13,895	107,282	1,450	1,926	433,587	429,820	\$5,767
1940.....	694,701	158,702	\$28,838	\$8,905	2,829	114,168	1,446	2,496	533,999	520,110	13,889
1940											
January.....	53,296	10,410	76	3	913	9,141	113	164	42,886	41,066	1,820
February.....	56,753	10,605	231	159	584	9,299	114	198	46,148	44,351	1,797
March.....	60,544	11,588	915	650	412	9,310	114	178	48,956	47,142	1,814
April.....	56,057	12,185	1,288	795	238	9,483	123	228	43,872	42,292	1,580
May.....	68,418	12,347	1,625	735	256	9,386	123	222	56,071	54,597	1,474
June.....	67,642	13,147	2,266	886	125	9,520	120	250	54,495	53,657	838
July.....	69,956	13,503	2,712	904	69	9,508	120	190	56,453	55,750	703
August.....	66,625	13,935	3,138	804	53	9,639	118	183	52,690	51,701	989
September.....	52,424	14,803	3,633	1,039	61	9,696	121	253	37,621	36,595	1,026
October.....	48,529	15,348	4,109	1,064	54	9,753	132	236	33,181	32,231	950
November.....	45,574	15,241	4,262	900	39	9,738	124	178	30,333	29,561	772
December.....	48,883	15,590	4,583	957	25	9,695	124	206	33,293	30,887	2,406
1941											
January.....	58,784	16,139	4,996	1,038	25	9,739	120	221	42,645	39,270	3,375

¹ Payments to individual beneficiaries under programs; data exclude cost of administration.

² Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment.

³ Payable with respect to deaths of fully or currently insured workers after Dec. 31, 1939, in cases where no survivor could be entitled to monthly benefits for month in which worker died.

⁴ Data for 1940 and 1941 represent lump-sum death payments with respect to deaths of covered workers before Jan. 1, 1940. For data on payments at age 65, payable through August 1939, see the *Bulletin*, March 1940, p. 31.

⁵ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day.

⁶ Amount of checks issued, as reported by State agencies to the Bureau of Employment Security.

⁷ Amounts, including retroactive payments, certified by regional offices of the Railroad Retirement Board to disbursing officers of the U. S. Treasury in the same city, minus cancellations.

benefits, they represent fewer than 959 families. Under the Railroad Retirement Act no supplementary benefits are provided for the families of annuitants, and survivor annuities are available only when an annuitant elects to make such provision for his widow by accepting a lower benefit during his lifetime.

The national defense program has affected the number of beneficiaries under old-age and survivors insurance as well as under the unemployment compensation programs. Almost 2,500 retired workers are now returning to work each month and their benefits have been suspended in accordance with the law. Other workers 65 years of age or older are undoubtedly postponing retirement until after the defense emergency.

Table 3.—Old-age and survivors insurance: Monthly benefits certified under the Social Security Act, by type of benefit, January 1941¹

Type of benefit	Number of beneficiaries	Amount certified	Percentage distribution	
			Beneficiaries	Benefits
Total.....	248,052	\$4,996,479	100.0	100.0
Primary.....	124,544	3,065,772	50.2	61.4
Supplementary.....	40,242	537,303	16.2	10.7
Wife's.....	33,207	440,702	13.4	8.8
Child's.....	7,035	96,601	2.8	1.9
Survivors.....	83,266	1,393,404	33.6	27.9
Widow's.....	5,175	122,853	2.1	2.5
Widow's current.....	22,991	511,628	9.3	10.2
Child's.....	54,141	743,407	21.8	14.9
Parent's.....	959	15,516	.4	.3

¹ Distribution by type of benefit partly estimated.

Table 2.—Individuals receiving social insurance payments under selected programs, by month, January 1940-January 1941

[In thousands]

Year and month	Old-age and survivors insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act			Under the Railroad Retirement Act			Under State unemployment-compensation laws ⁶	Under the Railroad Unemployment Insurance Act ⁷
	Monthly benefits—primary, supplementary, and survivors ¹	Lump-sum death payments under 1939 amendments ²	Lump-sum payments under 1935 act ³	Employee annuities and pensions ⁴	Survivor and death-benefit annuities ⁵	Lump-sum death payments ⁸		
1940								
January.....	3.7	(⁹)	8.9	136.6	2.8	1.0	874.8	57.0
February.....	8.4	1.0	6.2	137.6	2.8	1.2	985.5	52.8
March.....	32.6	4.3	5.2	138.4	2.8	1.0	1,095.2	57.4
April.....	52.7	5.3	3.3	139.3	3.0	1.4	960.7	50.9
May.....	72.5	5.0	3.8	140.2	3.0	1.3	1,201.0	35.0
June.....	96.7	6.1	2.1	141.2	3.1	1.2	1,268.6	31.4
July.....	120.8	6.3	1.3	142.1	3.1	1.0	1,220.0	22.3
August.....	143.4	5.6	1.1	143.0	3.1	1.0	1,121.8	31.1
September.....	164.9	7.3	1.3	143.9	3.2	1.3	875.4	37.8
October.....	190.0	7.5	1.1	144.9	3.2	1.1	698.1	28.9
November.....	207.4	6.4	.8	145.6	3.2	.9	676.1	20.3
December.....	225.7	6.7	.6	146.0	3.3	1.0	666.6	73.7
1941								
January.....	248.1	7.3	.5	146.4	3.3	1.0	825.7	77.6

¹ Number of individuals for whom monthly benefits were certified to the Secretary of the Treasury during month.

² Number of deceased wage earners with respect to whose wage records payments were made.

³ Number of wage earners deceased prior to January 1, 1940, with respect to whose wage records payments were made.

⁴ Number of individuals on rolls at end of month specified, based on month in which annuity or pension was certified or terminated upon notice of death rather than on month in which annuity or pension began to accrue or beneficiary died.

⁵ Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁶ Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

⁷ Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 15 consecutive days through November 1940; 14 days thereafter.

⁸ Less than 50.

Financial and Economic Data

Expenditures and Receipts

Total Federal expenditures for grants to States and administrative expenses under the Social Security Act during the current fiscal year through January 1941 amounted to \$280.6 million, exceeding expenditures in the corresponding period of the previous fiscal year by \$53.6 million or 24 percent (table 1). Grants to States represented

93 percent of expenditures during the current year. The largest grants program—old-age assistance—accounted in the first 7 months of the fiscal years 1939–40 and 1940–41 for \$137.2 million and \$158.8 million, respectively, or 60 and 57 percent of total Federal expenditures under the act.

For most items expenditures through January 1941 represented a larger percentage of annual

Table 1.—Social insurance and total Federal receipts, expenditures, and public debt, for specified periods, 1936–41

[In millions]

Period	General and special accounts											Excess receipts (+) or expenditures (–)	Trust accounts, etc., ⁷ excess receipts (+) or expenditures (–)	Change in general fund balance	Public debt				
	Receipts of Federal Government				Expenditures ¹ of Federal Government										Total	Old-age and survivors insurance trust fund ²	Unemployment trust fund ³	Railroad retirement account	All other
	Total	Social security taxes ⁴	Railroad retirement and unemployment taxes ⁵	All other	Total	Under the Social Security Act		Under the Railroad Retirement Board		All other									
						Administrative expenses and grants to States ⁶	Net appropriations and transfers to old-age and survivors insurance trust fund ⁷	Administrative expenses ⁸	Transfers to railroad retirement account										
Fiscal year:																			
1936-37	\$5,294	\$252	(⁹)	\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	–\$3,149	+\$374	–\$128	\$36,425	\$267	\$312		\$35,846	
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	–1,384	–306	–338	37,165	662	872	\$66	35,565	
1938-39	5,668	631	109	4,928	9,210	342	503	3	107	8,255	–3,542	–890	–622	40,440	1,177	1,267	67	37,929	
1939-40	5,925	712	126	5,087	9,537	379	539	8	121	8,490	–3,612	–137	–947	42,968	1,738	1,710	79	39,441	
7 months ended:																			
January 1939	3,235	321	54	2,860	5,197	206	242	2	89	4,658	–1,962	–212	–717	39,631	894	1,074	77	37,586	
January 1940	3,059	362	59	2,638	5,460	227	268	5	87	4,873	–2,402	–175	–556	42,110	1,435	1,537	77	39,061	
January 1941	113,607	394	70	3,143	116,595	281	343	4	86	5,881	–2,987	–212	–134	45,877	2,006	1,974	85	41,812	
1940																			
January	315	45	(⁹)	270	712	41		1	10	660	–398	–37	–194	42,110	1,435	1,537	77	39,061	
February	444	172	6	266	668	38		(⁹)	10	620	–224	–36	–67	42,365	1,435	1,640	77	39,213	
March	934	3	27	904	956	27	10 135	1		793	–22	–11	–164	42,540	1,570	1,622	77	39,271	
April	304	39	(⁹)	265	783	47		(⁹)	20	716	–479	–58	–303	42,658	1,565	1,640	77	39,376	
May	400	131	6	263	647	28		1	4	614	–247	–83	–181	42,808	1,565	1,721	77	39,445	
June	784	4	28	752	1,022	11	10 136	1		874	–238	–60	–139	42,968	1,738	1,710	79	39,441	
July	11 367	39	1	327	11 854	64	11 36	(⁹)	20	734	–487	–51	–367	43,771	1,733	1,723	79	40,236	
August	11 566	132	7	427	11 825	34	11 119	1	26	645	–259	–320	–196	43,905	1,728	1,808	85	40,284	
September	11 711	3	26	683	11 760	17	11 1	1	10	731	–49	–158	–39	44,073	1,876	1,790	85	40,322	
October	11 365	37	(⁹)	328	11 901	57	11 32	(⁹)	1	812	–536	–24	–495	44,137	1,871	1,821	85	40,360	
November	11 485	133	5	347	11 940	37	11 123	1	20	759	–455	–216	–103	44,273	1,866	1,934	85	40,388	
December	11 741	4	31	706	11 1,173	19	11 1	(⁹)		1,153	–432	–209	–111	45,025	2,016	1,945	85	40,979	
1941																			
January	11 372	46	1	325	11 1,142	53	11 32	(⁹)	10	1,047	–771	–15	–97	45,877	2,006	1,974	85	41,812	

¹ Represent collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act (formerly titles VIII and IX of the Social Security Act).

² Represent total collections under the Carriers Taxing Act and 10 percent of amount collected by the Railroad Retirement Board under sec. 8 (a) of the Railroad Unemployment Insurance Act, which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Board in administering act. Remaining 90 percent of collections under the Railroad Unemployment Insurance Act is deposited in railroad unemployment insurance account in unemployment trust fund.

³ Exclude public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

⁴ Exclude funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the U. S. Public Health Service (see table 2, footnote 1); also exclude grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other." Include amounts for administrative expenses reimbursed to the general fund of the Treasury under sec. 201 (f) of the amended Social Security Act.

⁵ Prior to January 1940, data represent operations of old-age reserve account.

⁶ Include expenditures for administration of railroad unemployment insurance, amounting to \$560,000 in 1938–39, \$5.0 million in 1939–40, and \$1.9 million in 7 months ended January 1941.

⁷ Include all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁸ Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

⁹ Less than \$500,000.

¹⁰ Excludes reimbursement to the Treasury for administrative expenses amounting to \$6.2 million in March and \$6.1 million in June.

¹¹ Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are deducted from total Federal receipts in Daily Statement of the U. S. Treasury to show net receipts and are not shown in disbursements of general and special accounts. These net appropriations are included here in both receipts and expenditures for comparison with previous months.

Source: Compiled from data in the Daily Statement of the U. S. Treasury

appropriations than was the case for expenditures during the corresponding first 7 months of the fiscal year 1939-40. Exceptions to this increase in the rate of expenditure of appropriated funds occur in the case of grants to States for aid to dependent children, aid to the blind, maternal and child-health services, and services for crippled children.

Table 2.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, for specified periods, fiscal years 1939-40 and 1940-41¹

[In thousands]

Item	Fiscal year 1939-40		Fiscal year 1940-41	
	Appropriations ²	Expenditures through January ³	Appropriations ²	Expenditures through January ³
Total, administrative expenses and grants to States.	\$383,844	\$226,991	\$440,894	\$280,557
Administrative expenses.....	25,188	12,010	27,694	18,613
Federal Security Agency, Social Security Board ⁴	24,750	11,793	27,220	15,192
Department of Labor, Children's Bureau.....	338	181	364	204
Department of Commerce, Bureau of the Census.....	100	36	110	72
Department of the Treasury ⁵	(⁶)	(⁶)	(⁶)	3,145
Grants to States.....	358,655	214,981	413,200	261,944
Federal Security Agency.....	349,000	208,994	402,000	255,295
Social Security Board.....	339,500	202,709	391,000	247,761
Old-age assistance.....	225,000	137,169	245,000	158,800
Aid to dependent children.....	45,000	24,391	75,000	39,191
Aid to the blind.....	8,000	3,732	10,000	4,513
Unemployment compensation administration.....	61,500	37,416	61,000	45,257
Public Health Service:.....				
Public-health work.....	9,500	6,285	11,000	7,535
Department of Labor, Children's Bureau.....	9,655	5,968	11,200	6,649
Maternal and child-health services.....	4,800	2,844	5,820	3,151
Services for crippled children.....	3,350	2,116	3,870	2,391
Child-welfare services.....	1,505	1,028	1,510	1,107

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$111,500 was appropriated in 1939-40 and \$113,000 in 1940-41 for administration in the Office of Education, and \$1,938,000 in 1939-40 and \$2 million in 1940-41 for grants to States. For disease and sanitation investigations of the U. S. Public Health Service, appropriations were \$1,640,000 in 1939-40 and \$1,625,000 in 1940-41 in addition to grants to States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year. Appropriations for 1939-40 include additional appropriations of \$17.3 million approved Aug. 9, 1939.

³ Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes amounts expended by the Board in connection with administration of title II of the act, reimbursed to general fund of the U. S. Treasury under sec. 201 (f) of the amended Social Security Act.

⁵ Represents amounts expended by the U. S. Treasury in connection with administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury under sec. 201 (f) of the amended Social Security Act.

⁶ Not available.

⁷ Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3.5 million was appropriated in 1939-40 and \$3 million in 1940-41.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

Although social security disbursements are higher than in the previous fiscal year, the ratio of social security to total Federal expenditures has remained about the same because of the rapid increase in Federal outlays for national defense. During the first 7 months of the current fiscal year, amounts expended under the social security program, including net¹ appropriations to the old-age and survivors insurance trust fund, comprised 9.5 percent of total Federal disbursements, compared with 9.1 percent in the previous fiscal year (table 1). With net appropriations to the old-age and survivors insurance trust fund excluded, these proportions amount to 4.3 and 4.2 percent, respectively.

Beginning July 1, 1940, net appropriations to the old-age and survivors insurance trust fund are excluded from expenditure statements of the general and special accounts of the Treasury, and the corresponding receipt item—collections under the Federal Insurance Contributions Act (after reimbursements for administrative expenses)—has been deducted from gross Federal receipts to show a net receipt item. To obtain expenditure items comparable with those for the earlier fiscal years, figures for the fiscal year 1940-41 have been adjusted in table 1 by including the net appropriations to the old-age and survivors insurance trust fund in both receipts and expenditures. Benefit payments under the three Federal social insurance programs (old-age and survivors insurance, railroad retirement, and railroad unemployment insurance) are not included as expenditures from the general and special accounts but are treated by the Treasury as trust account disbursements. Benefit payments under State unemployment compensation programs are financed by State withdrawals from accounts maintained for each State in the Federal unemployment trust fund.

Tax collections for the selected social insurance programs amounted to \$176.2 million in January 1941 (table 3). The total for the current fiscal year through January 31, is \$1,045.4 million, compared with \$978.3 million in the corresponding period of the previous fiscal year. Comparison of monthly figures for each program is limited, because they are based on different pay-roll periods.

About \$47 million or 26.5 percent of all social

¹ Appropriations after reimbursement to the Treasury for administrative expenses.

insurance tax collections in January are included in the gross receipts of the general and special accounts of the Treasury (table 1). Such collections represented 13 percent of total Federal receipts during the month, compared with 14 percent in January 1940. During the first 7 months of the current fiscal year, social insurance taxes

Table 3.—Social insurance taxes under selected programs, for specified periods, 1936-41

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment tax ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through January 1941.....	\$2, 205, 144	\$447, 809	\$3, 244, 243	\$388, 851	\$82, 688
Fiscal year:					
1936-37.....	194, 346	345	(⁶)	7 57, 751	-----
1937-38.....	514, 406	150, 132	(⁶)	90, 104	-----
1938-39.....	530, 358	109, 257	803, 007	100, 869	-----
1939-40.....	604, 694	120, 967	853, 955	107, 523	49, 167
7 months ended:					
January 1939.....	286, 455	54, 159	492, 319	34, 412	-----
January 1940.....	325, 986	57, 695	542, 223	36, 332	16, 105
January 1941.....	361, 340	67, 108	550, 816	32, 604	33, 522
1940					
January.....	31, 149	446	120, 807	13, 665	23
February.....	115, 227	5, 405	95, 118	57, 043	949
March.....	2, 254	25, 406	9, 074	1, 213	15, 934
April.....	35, 843	328	100, 033	3, 022	17
May.....	122, 489	5, 778	96, 972	8, 894	1, 378
June.....	2, 895	26, 356	10, 535	1, 020	14, 783
July.....	38, 064	529	104, 497	504	12
August.....	123, 829	7, 052	95, 623	8, 132	1, 180
September.....	2, 759	24, 587	7, 861	584	15, 065
October.....	34, 500	366	115, 721	2, 747	22
November.....	125, 124	4, 804	85, 117	7, 998	868
December.....	3, 141	29, 166	12, 464	558	16, 331
1941					
January.....	33, 923	604	129, 532	12, 082	44

¹ Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

² Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 65, table 6, footnote 1. Includes contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$98.2 million as of Dec. 31, 1940, are not deducted. Figures reported by State agencies are corrected as of Feb. 28, 1941.

⁴ Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607) payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

⁵ Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the U. S. Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act; and remaining 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the U. S. Treasury. Amounts therefore differ from figures in table 1, p. 87, which represent only the 10 percent deposited with the U. S. Treasury.

⁶ Not available.

⁷ Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to Federal Government.

included in Federal receipts accounted for 13 percent of total Federal receipts, compared with 14 and 12 percent in the corresponding periods of 1939-40 and 1938-39, respectively.

The addition of several new types of Federal revenue probably will tend to decrease the relative importance of social insurance collections in total Federal receipts. On February 19 an additional tax measure for general revenue purposes was approved by the President, the third revenue act within a year. This act removes a previous tax exemption by providing that all obligations issued in the future by the United States or any agency or instrumentality thereof shall be subject to taxation under Federal tax acts to the same extent as private obligations. The only exception is the special provision for obligations issued by the United States Maritime Commission and the Federal Housing Administration.

While taxation of income from Federal Government securities may increase the cost of Federal borrowing, the extent to which interest rates on Federal obligations will be influenced by this change cannot be predicted. A rise in market interest rates may affect the investments acquired by the social insurance trust funds. These trust funds now hold only special Treasury obligations which are issued exclusively to the funds.

"The practice of issuing special obligations to Government trust funds, instead of permitting them to satisfy their investment requirements through open market purchases of Government obligations, has been followed because of certain important advantages that have become apparent. Among these have been the following: (1) The bond market is not disturbed periodically by purchases and sales of large blocks of securities; (2) the trust funds are provided with a ready avenue of investment and no attention need be given to short-term fluctuations in market prices; (3) in the case of retirement and social security funds, the funds can always earn the interest return specified by Congress when it fixed the appropriations for the funds; and (4) savings can be effected because of the smaller number of securities to administer, and commissions to brokers on purchases and sales are eliminated."

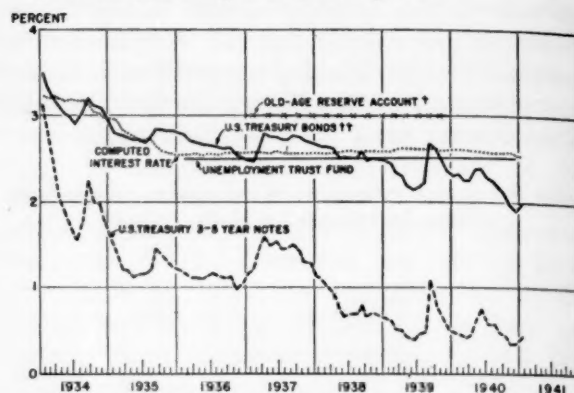
The statutory minimum interest rate for the social insurance funds was 3 percent for investments of the railroad retirement account and for the old-age reserve account prior to January 1,

¹ Annual Report of the Secretary of the Treasury on the State of the Finances for Fiscal Year Ended June 30, 1940, p. 65.

1940, and, in effect, the minimum rate for the unemployment trust fund investments has been 2.5 percent. Since January 1, 1940, there has been no minimum interest requirement for the old-age and survivors insurance trust fund.

During the current fiscal year no series of publicly offered Government bonds was selling on the market at prices yielding as much as 2.5 percent to call. Following the sharp drop in May 1940 resulting from European war developments, prices of Government securities advanced sharply in June and continued to rise throughout the fall months. The average price of outstanding Treasury bonds due or callable after 12 years rose from 104.8 in June to 111.8 in December, while their average yield declined from 2.39 percent in June to 1.87 percent in December. During the latter half of January and the first half of February 1941, the decline in the prices of Government securities was so severe that it more than canceled the rise during the autumn. However, yields did not increase to as much as 2.5 percent on the longest term Treasury bonds outstanding.

Chart 1.—Average yields on United States obligations, and the computed rate of interest on the public debt, by month, January 1934–January 1941



†From Jan. 1, 1940, the interest rate on special obligations held by the old-age and survivors insurance trust fund is the same as that for the unemployment trust fund certificates.

††All Treasury bonds except those due or callable within 12 years.

The rates paid on special obligations acquired by the unemployment trust fund and the old-age and survivors insurance trust fund are determined by the computed or average rate of interest on

Table 4.—Status of the old-age and survivors insurance trust fund, for specified periods, 1936–41¹

[In thousands]

Period	Receipts			Expenditures		Assets				
	Contributions appropriated to trust fund ¹	Transfers from general fund to trust fund ²	Interest received ³	Benefit payments ⁴	Reimbursement for administrative expenses	Special Treasury notes acquired ⁵		Cash with disbursing officer at end of period	Credit of fund account at end of period ⁶	Total assets at end of period
						3-percent	2½-percent			
Cumulative through January 1941	\$358,926	\$1,705,000	\$87,650	\$66,003	\$28,298	\$1,359,600	\$646,900	\$14,992	\$35,783	\$2,057,275
Fiscal year:										
1936-37		265,000	2,262	27		267,100		73	62	267,235
1937-38		387,000	15,412	5,404		395,200		1,931	113,012	777,243
1938-39		503,000	26,951	13,892		514,900		3,036	66	1,180,302
1939-40		550,000	42,489	15,805	12,288	236,000	324,900	6,098	500	1,744,698
7 months ended:										
January 1939		242,000		6,755		232,000		5,174	231,014	1,130,488
January 1940		268,000		6,616		258,000		6,417	282,069	1,723,686
January 1941	358,926		536	30,875	16,010	—53,600	322,000	14,992	35,783	2,057,275
1940										
January				711				6,417	282,069	1,723,686
February				967				5,450	282,069	1,722,720
March		141,000	132	1,283	6,183	—6,000	141,000	3,045	142,142	1,715,387
April			116	1,998		—5,000		6,047	142,259	1,713,505
May				2,311				3,735	142,259	1,711,194
June		141,000	42,240	2,630	6,106	—11,000	183,900	6,098	500	1,744,698
July	38,064		10	3,117	2,221	—5,000		7,979	36,354	1,777,434
August	121,413		17	3,565	2,221	—5,000		9,413	155,565	1,893,078
September	2,761		77	3,878	2,221	—11,500	159,000	10,370	3,848	1,889,817
October	34,500		42	4,942	2,407	—5,000		10,426	35,985	1,917,011
November	125,124		54	4,783	2,407	—5,000		10,640	158,760	2,035,000
December	3,141		171	5,169	2,438	—12,100	163,000	10,416	3,789	2,030,706
1941										
January	33,923		164	5,422	2,095	—10,000		14,992	35,783	2,057,275

¹ Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

² For fiscal year 1936-37, \$265 million was appropriated; for 1937-38, \$300 million; for 1938-39, \$360 million plus additional \$30 million made available by 1940 Treasury Department Appropriation Act; and for 1939-40, \$550 million.

³ Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

⁴ Based on checks cashed and returned to the U. S. Treasury.

⁵ Minus figures represent notes redeemed.

⁶ Prior to July 1940, includes balance of appropriation available for transfer.

⁷ Excludes \$1.0 million made available for investment from amounts to credit of fund account.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

all Federal obligations. This rate is dependent upon a combination of factors, including the market rates on publicly offered securities, the proportion of long-term and short-term issues outstanding, and the par rate on issues outstanding.

As indicated on chart 1, the computed or average rate of interest on the public debt has fluctuated between limits of 2.5 and 2.625 percent since the creation of the social security trust funds. The interest rate on special obligations issued to the Federal unemployment and old-age and survivors insurance trust funds, therefore, has been set each month at 2.5 percent in accordance with the provisions of the Social Security Act. During the first 7 months of the current fiscal year, the monthly computed rate on the public debt declined from 2.583 in June to 2.566 in December and reached a new low of 2.541 in January despite the increase in the long-term bond issues outstand-

ing and the slight reduction in amount of short-term notes and bills.

The Public Debt Act of 1941, in addition to bringing income and capital gains from Federal securities under the tax laws, amends the public-debt laws in several ways: (1) it increases to \$65 billion the limit on the aggregate public debt which may be outstanding at one time; (2) it gives the Treasury greater and more flexible control over the issue of United States savings bonds by broadening the authority under which these bonds are issued and providing for a new class of securities, to be called Treasury savings certificates; (3) it terminates the authority to issue \$4 billion of short-term defense obligations provided in the First Revenue Act of 1940. These changes may lead to an increase in the proportion of long-term borrowing, with the resulting tendency of a rise in the average interest on the public debt.

Table 5.—Status of the railroad retirement account, for specified periods, 1936-41

[In thousands]

Period	Appropriation account		Trust fund account						Account of disbursing officer				Total assets at end of period
	Amount at beginning of period	Balance at end of period after transfers to trust fund account	Transfers from appropriation account	Cancellations and repayments	Interest received	3-percent Treasury notes		Cash balance at end of period after deposits with disbursing officer	Deposits from trust fund	Benefit payments	Cash balance at end of period		
						Net balance of purchases over sales	Balance at end of period						
Cumulative through January 1941.....	\$512,892	\$38,350	\$465,542	\$149	\$5,895	\$85,400	\$85,400	\$106	\$386,084	\$369,448	\$11,241	\$135,098	
Fiscal year:													
1936-37.....	46,620	36,622	9,998	2		66,200	66,200	\$140	10,000	4,070	5,930	42,552	
1937-38.....	141,894	94	141,800	25	1,411	1,000	67,200	1,956	76,900	76,421	\$1,015	67,449	
1938-39.....	118,344	11,250	107,094	94	2,202	12,200	79,400	98	106,574	105,665	1,924	82,329	
1939-40.....	131,400	10,750	120,650	20	2,283				112,610	113,241	1,292	91,540	
7 months ended:													
January 1939.....	118,344	29,344	89,000	71		11,000	77,200	212	78,000	60,213	18,802	125,558	
January 1940.....	131,400	44,250	87,150	11		10,000	77,200	7	79,110	64,781	16,253	137,710	
January 1941.....	133,350	\$38,350	86,000	8		6,000	85,400	106	80,000	70,051	11,241	135,098	
1940													
January.....	54,250	44,250	10,000	2		0	77,200	7	10,000	9,408	16,253	137,710	
February.....	44,250	34,250	10,000	1			77,200	8	10,000	9,643	16,610	128,068	
March.....	34,250	34,250	0	2		0	77,200	10	0	9,548	7,062	118,522	
April.....	34,250	14,250	20,000	3		0	77,200	13	20,000	9,798	17,264	108,727	
May.....	14,250	10,750	3,500	1		0	77,200	14	3,500	9,705	11,059	99,023	
June.....	10,750	10,750	0	2	2,283	2,200	79,400	98	0	9,767	1,292	91,540	
July.....	133,350	113,350	20,000	0		0	79,400	98	20,000	9,640	11,652	204,500	
August.....	113,350	87,350	26,000	1		6,000	85,400	100	20,000	10,313	21,338	194,188	
September.....	87,350	77,350	10,000	0		0	85,400	100	10,000	9,727	21,611	184,461	
October.....	77,350	\$58,350	10,000	3		0	85,400	102	10,000	10,398	21,243	165,095	
November.....	58,350	48,350	10,000	2		0	85,400	105	10,000	9,981	21,262	155,117	
December.....	48,350	38,350	10,000	1		0	85,400	106	10,000	9,948	21,315	145,170	
1941													
January.....	38,350	38,350	0	1		0	85,400	106	0	10,073	11,241	135,098	

¹ Represents total appropriation to date, including transfer to appropriation of balance of \$5,392,000 from 1935 act deposits with disbursing officer. Amounts appropriated annually were: 1936-37, \$46,620,000; 1937-38, \$99,880,000; 1938-39, \$118,250,000; 1939-40, \$120,150,000; 1940-41, \$122,600,000.

² After transfer of \$9 million to prior service account to provide funds for collection of individual employee records of service and compensation prior to 1937.

³ Includes payments of \$10 million made directly to disbursing officer in 1936-37 and not treated as transfer to trust fund, which was not set up until July 1937. Excludes, however, cancellations and repayments of \$2,000 in

1936-37 which were treated as returns to appropriation rather than as additions to trust fund.

⁴ Includes transfer of \$4,000 from 1935 act appropriation.

⁵ After transfer to appropriation of \$5,392,000 balance from 1935 act deposits with disbursing officer and after transfer to 1935 act appropriation of \$2,000 representing cancellations of checks issued against 1935 act deposits.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

Old-Age and Survivors Insurance Trust Fund

Assets of the old-age and survivors insurance trust fund increased \$26.6 million in January, bringing the total to \$2,057.3 million (table 4). During the month \$34.1 million was received by the fund, of which \$33.9 million consisted of the appropriation to the fund equal to collections under the Federal Insurance Contributions Act covered into the Treasury, and \$164,000 was accrued interest on the \$10.0 million of 3-percent special Treasury notes redeemed. The entire proceeds from this redemption were made available for the payment of benefits and the reimbursement to the Treasury for administrative expenses. Benefit payments under the old-age and survivors insurance program continued to increase, amounting to \$5.4 million in January.

The January deduction from the trust fund account for reimbursements for administrative expenses amounted to \$2.1 million, indicating a total reimbursement during the first quarter of

1941 of approximately \$6.3 million, or approximately \$1.0 million less than reimbursements in the previous quarterly period. The smaller total for the current quarter results from a downward revision of estimates of administrative costs during the quarter January-March 1941 and from readjustments of earlier estimates to actual outlays during prior quarters.

Railroad Retirement Account

No transfers were made from the appropriation account or from the trust fund account during January (table 5). Benefit payments in January, amounting to \$10.1 million, were made by the disbursing officer from his cash balance. Total assets of the account as of January 31, 1941, were \$135.1 million, consisting of a \$38.4 million balance in the appropriation account, \$85.4 million invested in Treasury notes, and \$11.3 million in cash balances in the trust fund and with the disbursing officer.

Table 6.—Status of the unemployment trust fund, for specified periods, 1936-41¹

[In thousands]

Period	Total assets at end of period	Special Treasury certificates acquired ²	Unexpended balance at end of period	Undistributed interest at end of period ³	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals ⁴	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through January 1941.....	\$1,995,108	\$1,974,300	\$20,808	\$12	\$3,219,815	\$104,003	\$1,488,782	\$1,835,036	\$100,707	\$74,420	\$1,220	\$23,786	\$160,061
Fiscal year:													
1936-37.....	312,389	293,386	94		291,703	2,737	1,000	312,389					
1937-38.....	884,247	559,705	12,247		747,660	15,172	190,975	884,247					
1938-39.....	1,280,539	395,000	13,539		811,251	26,837	441,795	1,280,539					
1939-40.....	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	1,801	44,249	202	14,552	31,699
7 months ended:													
January 1939.....	1,089,563	202,000	15,563	4	440,943	11,987	247,618	1,089,559					
January 1940.....	1,545,997	270,000	8,997	5	483,447	17,339	243,690	1,537,637	* 783	14,494	25	6,946	* 8,356
January 1941.....	1,995,108	264,300	20,808	12	490,479	21,642	370,248	1,835,036	* 98,906	30,171	1,018	9,233	100,061
1940													
January.....	1,545,997	28,000	8,997	5	62,092	17,072	41,492	1,537,637	* 184	21	25	1,694	* 8,356
February.....	1,655,658	103,000	15,658	5	153,718		43,176	1,648,179	0	869		1,749	7,475
March.....	1,638,578	—18,000	16,578		15,138	135	44,760	1,618,692	0	14,326	1	1,915	19,887
April.....	1,646,757	18,000	6,757	138	52,806		43,104	1,628,394	0	15		1,676	18,226
May.....	1,733,220	81,000	12,220	138	142,501		56,952	1,713,943	990	1,240		1,317	19,139
June.....	1,724,862	—11,000	14,862		12,254	20,049	53,082	1,693,164	28	13,305	176	949	31,699
July.....	1,727,044	13,000	4,044	20	58,840		56,410	1,695,594	* 414	11		692	31,432
August.....	1,817,015	85,000	9,015	20	141,574		51,741	1,785,427	0	1,062		925	31,569
September.....	1,802,082	—18,000	12,082		9,278	133	80,414	1,714,424	43,549	13,558	3	1,020	87,659
October.....	1,824,962	31,000	3,962	68	56,741		82,994	1,688,171	50,016	21		973	136,723
November.....	1,939,111	113,000	5,111	68	143,023		29,863	1,801,331	1,014	781		806	137,712
December.....	1,957,977	11,300	12,677		12,819	21,509	30,826	1,804,833	1,452	14,698	1,016	1,733	153,144
1941													
January.....	1,995,108	29,000	20,808	12	68,204		38,001	1,835,036	2,462	40		3,085	* 160,061

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Minus figures represent certificates redeemed.

³ Interest on redeemed U. S. Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

⁴ Includes transfers to railroad unemployment insurance account.

⁵ Includes amounts certified to the State of Connecticut. See footnote 6.

* Certified by the Social Security Board to the Secretary of the U. S. Treasury, in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

¹ \$15 million was advanced by the U. S. Treasury to railroad unemployment insurance account in July 1939 pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and was repaid in January 1940.

² Includes \$7.5 million transferred from railroad unemployment insurance administration fund in accordance with Oct. 10, 1940 amendments to the Railroad Unemployment Insurance Act.

Source: Daily Statement of the U. S. Treasury.

Unemployment Trust Fund

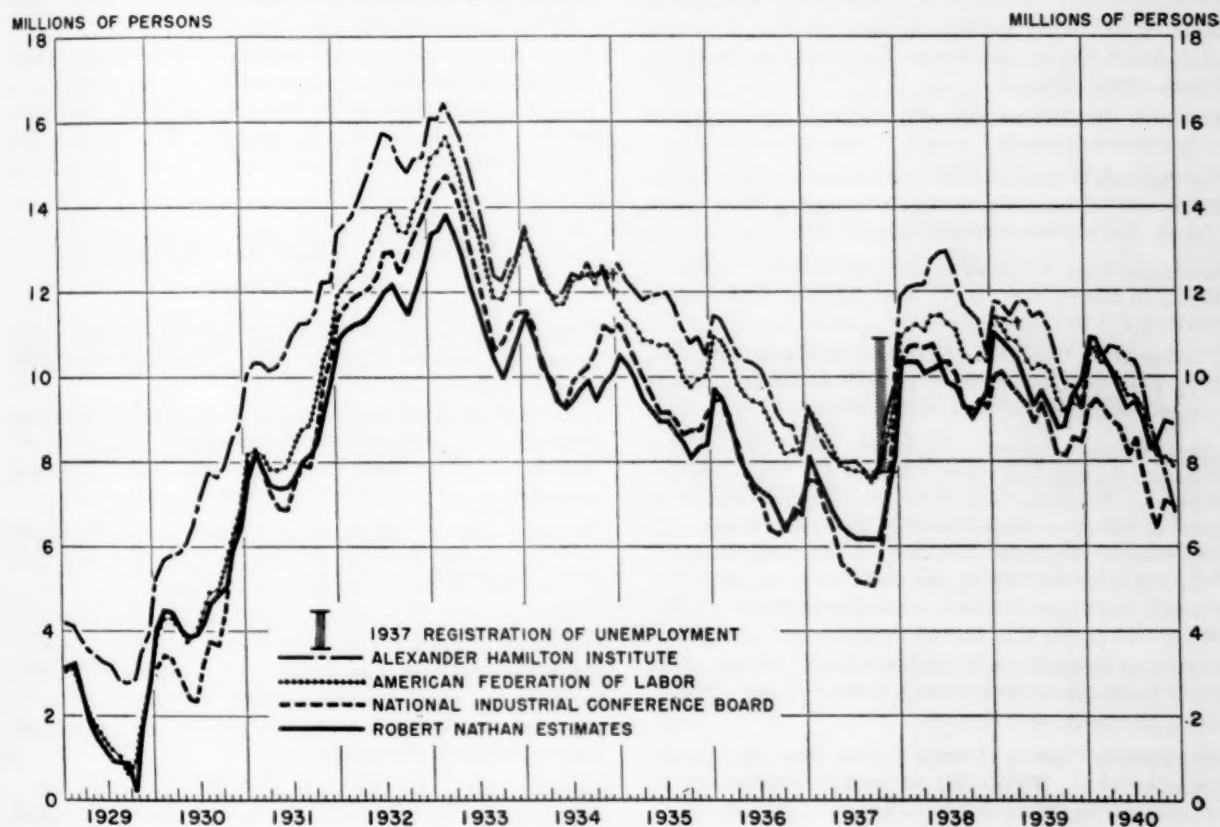
The assets of the Federal unemployment trust fund reached a new peak in January 1941, increasing 1.9 percent from December 1940 (table 6). Deposits of \$68 million in State accounts during January were 9.8 percent more than in January of last year and 20 percent more than in October 1940—the first month of the preceding quarter. Withdrawals from State accounts for benefit payments during January amounted to \$36 million, 14 percent less than in January 1940 but 7.8 percent more than in October 1940.

Only \$2.5 million was transferred during January from the accounts of the States to the railroad unemployment insurance account. This transfer consisted of \$13,000 from the Alaska account, \$1.5 million from the Tennessee account, and \$921,000 from the West Virginia account.

Deposits during January by the Railroad Retirement Board in the railroad unemployment insurance account, although customarily small at the beginning of a quarter, were about double similar deposits in January and October 1940.

In addition, \$7.5 million was transferred to the railroad unemployment insurance account from the railroad unemployment insurance administration fund, bringing the total additions to this account during January to \$10.0 million. This transfer was made in accordance with an act of October 10, 1940, amending section 11, subsection (d) of the Railroad Unemployment Insurance Act, to permit the balance in the railroad unemployment insurance administration fund in excess of \$6 million to be transferred from the administration fund to the railroad unemployment insurance account.

Chart 2.—Estimates of unemployment, January 1929–December 1940



†Revised to date;

Recent Publications in the Field of Social Security

GENERAL

CHICKERING, MARTHA A. "Merit System Under the Social Security Act." *Public Welfare News*, Chicago, Vol. 9, No. 1 (January 1941), pp. 2-4. Processed.

Evaluation of the effects on democracy and on public administration of the application of merit-system standards prescribed by the Social Security Board under the amended act.

CITIZENS BUREAU OF GOVERNMENTAL RESEARCH, INC. *Intercity Comparison of the Cost of Living*. Albany: Citizens Bureau of Governmental Research, Inc., 1940. 16 pp. Processed.

The results of an independent survey of living costs in 18 northeastern cities as of December 15, 1939. A comparison is made with similar studies by the Bureau of Labor Statistics of the Department of Labor.

COMBS, WILLIAM B., and COLE, WILLIAM E. *Tennessee; A Political Study*. Knoxville: University of Tennessee Press, 1940. 353 pp.

Includes chapters on the State's public welfare and health services.

"The General Welfare Act." *Economic Security Bulletin* (National Association of Manufacturers), New York, Vol. 5, No. 2 (February 1941), pp. 1-2 ff.

"Governors Warn Lawmakers Against Illusory Pensions." *Social Security*, New York, Vol. 15, No. 2 (February 1941), pp. 1 ff.

Comments on Governors' messages in about 20 States, dealing with various phases of old-age assistance, unemployment compensation, and health insurance.

HARTS, LOUIS; HARDIN, CHARLES M.; McCauley, WILLIAM S.; and ROHRICH, GEORGE F. *Civil-Military Relations; Bibliographical Notes on Administrative Problems of Civilian Mobilization*. Prepared under the direction of Pendleton Herring for the Committee on Public Administration of the Social Science Research Council. Chicago: Public Administration Service, 1940. 77 pp.

Analytical comments and bibliographical notes on civil-military problems in the United States, Great Britain, Canada, Germany, and France.

INTERNATIONAL LABOR OFFICE. *Year-Book of Labour Statistics, 1940*. Fifth year of issue. Geneva: International Labor Office, 1940. 175 pp.

Basic statistical data for all countries on total population, gainfully occupied population, employment and unemployment, wages and hours, cost of living, family living studies, migration, and industrial accidents.

NATIONAL ECONOMIC AND SOCIAL PLANNING ASSOCIATION. *A Plan for Britain*. Washington: National Economic

and Social Planning Association, February 1941. 56 pp. (Planning Pamphlets, No. 3.)

A collection of brief articles from the London weekly magazine, *Picture Post*, reprinted as a clue to future developments in England. Among the titles are *Work for All*, by Thomas Balogh; *Social Security*, by A. D. K. Owen; *Health for All*, by Julian Huxley; and *A Real Medical Service*, by Dr. Maurice Newfield.

"Weekly Expenditure of Working-Class Households in the United Kingdom in 1937-38." *Ministry of Labour Gazette*, London, Vol. 48, No. 12 (December 1940), pp. 300-305.

Data from a study of the British Ministry of Labour covering 8,905 households. Further articles on the inquiry are announced for succeeding issues of the *Gazette*.

WILSON, CHARLES MORROW. *The Landscape of Rural Poverty: Corn Bread and Creek Water*. New York: Holt, 1940. 309 pp.

A survey of rural conditions in the United States, based on results of research and personal observation in various areas on such matters as drought, farm tenancy, migration, Indian reservations, fishing occupations, lumbering, and rural education. With photographs.

OLD-AGE AND SURVIVORS INSURANCE

BRONSON, D. C. "Teachers Need Social Security, Too." *Nation's Schools*, Chicago, Vol. 27, No. 2 (February 1941), pp. 23-24.

An outline of the inadequacies of the present teachers' retirement systems, with a discussion of legislative attempts to cover State and local employees, including teachers.

CORSON, JOHN J. "Establishment Reporting: What and Why? Social Security Jottings." *The Controller*, New York, Vol. 9, No. 1 (January 1941), pp. 13-14.

The new plan of reporting under old-age and survivors insurance, whereby employers who operate establishments in more than one industry or area would group together the employee wage items on their reports by place of employment. General notes by Herbert A. Ehrmann follow the article.

CORSON, JOHN J. "Old-age and Survivors Insurance Benefits: 1940." *Economic Security Bulletin* (National Association of Manufacturers), New York, Vol. 5, No. 2 (February 1941), pp. 5-6.

"Plans for Retirement of Agents; Lincoln National Announces Details, Submits Contributory Pensions." *Life Insurance Courant*, Oak Park, Ill., Vol. 46, No. 2 (February 1941), p. 66.

EMPLOYMENT SECURITY

"Apprenticeship." *Labor Standards*, Washington, Vol. 3, No. 9 (December 1940), pp. 138-140.

Includes recommendations of the Committee on Labor Supply in Defense and of the Seventh National Conference on Labor Legislation, developments in the labor organizations, and the viewpoint and action of the U. S. Chamber of Commerce and of manufacturing plants on apprenticeship.

BANTA, K. VERNON. "Planned Cooperation." *National Rehabilitation News*, Chicago, Vol. 6, No. 1 (February 1941), pp. 4-6.

Problems of cooperation between rehabilitation workers and employment service staffs in the placing of the physically handicapped.

BROWER, F. BEATRICE. "Pros and Cons of Merit Rating in Unemployment Compensation." *Conference Board Management Record*, New York, Vol. 3, No. 1 (January 1940), pp. 5-7.

"Canada's War Emergency Training Programme for 1941; Report of Inter-Departmental Committee on Labour Co-ordination." *Labour Gazette*, Ottawa, Vol. 41, No. 1 (January 1941), pp. 14-21.

The war labor demand and supply in Canada, with recommendations for training, by a committee of which Bryce M. Stewart was chairman. Estimates of training costs are included.

"Changes Recommended in U. C. Law." *Monthly Bulletin* (Connecticut Placement and Unemployment Compensation Division), Hartford, Vol. 6, No. 1 (January 1941), pp. 2 ff.

Summarizes 12 suggestions for amending the Connecticut law, as recommended by the administrator and advisory council of the State.

DEUTSCH, EBERHARD P. "Constitutionality of State Unemployment Legislation as Applied to Dredge Boat Crews." *Tulane Law Review*, New Orleans, Vol. 15, No. 2 (February 1941), pp. 241-262.

ELTON, FREDERICK G. "Vocational Training for the Crippled." *National Rehabilitation News*, Chicago, Vol. 6, No. 1 (February 1941), pp. 1-3.

ELZY, ROBERT J. "Training Negro Youth for Jobs." *Opportunity, Journal of Negro Life*, New York, Vol. 19, No. 2 (February 1941), pp. 36-37.

Describes NYA defense training projects in New York City.

FRANCE, CLEMENS J. "Employment of People and National Defense." *Economic Security Bulletin* (National Association of Manufacturers), New York, Vol. 5, No. 2 (February 1941), pp. 7-8 ff.

An explanation of Federal and State activities under the social security program to meet the need for skilled and semiskilled workers.

GREENLEAF, WALTER J. *80 New Books on Occupations*. Washington: U. S. Office of Education, August 1940. 31 pp. Processed.

HARBISON, FREDERICK H. *Seniority Policies and Procedures as Developed Through Collective Bargaining*. Princeton: Princeton University, Department of Economics and Social Institutions, Industrial Relations Section, 1941. 63 pp.

A study of seniority provisions, which are described as "a problem in employment security."

HARVEY, O. L. "Apprentice Work Schedules." *Personnel*, New York, Vol. 17, No. 3 (February 1941), pp. 208-211.

The third of a series of articles on apprenticeship by members of the staff of the Federal Committee on Apprenticeship, discussing the drafting of apprentice work schedules and some of the special problems involved.

IDAHO. INDUSTRIAL ACCIDENT BOARD. *Report to the Governor of Idaho on Experience Rating in Unemployment Compensation*. Boise, January 15, 1941. 61 pp. Processed.

Includes data on employers' experience in Idaho, a note on the economic structure of the State, and recommendations on experience rating and guaranteed employment.

IOWA. UNEMPLOYMENT COMPENSATION COMMISSION. *An Analysis of Various Benefit Formulae*. Prepared by Department of Research and Statistics. Place not given, January 1941. 156 pp. Processed.

A comprehensive study, based on Iowa experience, "to discover the effect on the unemployed workers and the relative cost to the system of various alternative methods for determining eligibility, for computing the weekly benefit rate, and for basing the duration of benefits."

MAINE. UNEMPLOYMENT COMPENSATION COMMISSION. *Special Supplement to the Annual Report . . . ; Being a Study of Merit Rating as Required by . . . the Maine Unemployment Compensation Law as Enacted in December, 1936*. Place not given, January 15, 1941. 51 pp.

Includes statistical data of all Maine employer accounts and recommendation on adoption of experience rating.

MARYLAND. UNEMPLOYMENT COMPENSATION BOARD. *Report on Experience Rating*. Prepared by Department of Research and Statistics. Baltimore, January 1941. 65 pp. Processed.

Discusses the general and technical principles of experience rating, with recommendations and conclusions; includes an extensive statistical appendix of Maryland data.

MASSACHUSETTS. DIVISION OF UNEMPLOYMENT COMPENSATION. *Estimated Effect on Annual Benefit Disbursements of Suggested Change of Minimum Eligibility Requirement From Base Year Earnings of Not Less Than Twenty-Five Times the Benefit Rate to Base Year Earnings of Not Less Than \$150 or Base Year Earnings of Not Less Than \$200*. Prepared by Department of Research and Statistics. Place not given, January 10, 1941. 5 pp. Processed.

MICHIGAN. UNEMPLOYMENT COMPENSATION COMMISSION. *Special Survey of the Employment Service Active File in the Detroit Central Placement Area, by Age, Sex, Color, and Occupation, as of December 7, 1940.* Prepared by Research, Statistics and Planning Section. Place not given, 1940. 27 pp. Processed. (Special Memorandum No. 10 (1940 Series).)

MINNESOTA. DEPARTMENT OF SOCIAL SECURITY. DIVISION OF EMPLOYMENT AND SECURITY. *Explanation of Experience (Merit) Rating for Employers Required to Make Contributions Under the Minnesota Unemployment Compensation Law (Effective January 1, 1941).* St. Paul, 1940. 4 pp.

MISSISSIPPI. UNEMPLOYMENT COMPENSATION COMMISSION. *Information for Workers About Job Insurance in Mississippi.* Jackson, October 1, 1940. 20 pp.

NEW JERSEY. UNEMPLOYMENT COMPENSATION COMMISSION. *Base Year Employment History of Claimants; A Study of the Frequency of Employment Under a Single Employer and Under Numbers of Employers During the Base Year.* Place not given, October 1940. 5 pp. Processed.

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Estimated Additional Liability Imposed Upon the State Unemployment Compensation Trust Fund if the Weekly Benefit Amount and Maximum Duration of Benefits Were Increased, as Provided by House Bill 22.* Prepared by Division of Research and Statistics. Salem, February 1941. 16 pp. Processed. (Actuarial Report No. 7.)

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Estimated Additional Liability Imposed Upon the State Unemployment Compensation Trust Fund if the Weekly Benefit Amount, the Maximum Duration of Benefits, and the Partial Employment Exemption Were Increased, as Provided by House Bill 70.* Prepared by Division of Research and Statistics. Salem, February 1941. Processed. 21 pp. (Actuarial Report No. 9.)

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Estimated Number of Additional Oregon Employers and Workers That Would Be Covered by the Unemployment Compensation Law if the Coverage Provisions of This Law Were Broadened.* Prepared by Division of Research and Statistics. Salem, February 1941. 3 pp. Processed. (Actuarial Report No. 6.)

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Summary of Report on Treatment of Seasonal Unemployment in Oregon . . .* Prepared by Division of Research and Statistics. Salem, January 1941. 7 pp. Processed.

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. DIVISION OF RESEARCH AND STATISTICS. *Employer Experience Rating,* by Wilbur L. Parker. Salem, December 1940. 121 pp.

A study of experience rating, dealing chiefly with different methods of charging back benefit payments. Contains a comprehensive statistical appendix,

SLOCOMBE, CHARLES S. "Defense Strikes, Hours, Labor Supply, Wages." *Personnel Journal*, New York, Vol. 19, No. 7 (January 1941), pp. 236-243.

Data on methods of solving the labor-supply problem under war conditions in England, Canada, and Germany, and under the national defense program in the United States.

STOCKING, COLLIS. "Recent Labor Market Developments." *Economic Security Bulletin* (National Association of Manufacturers), New York, Vol. 5, No. 2 (February 1941), pp. 3-4.

Includes discussion of the functions of State employment services and regional clearance offices in routing workers to the points of demand.

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